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Change of Editor

Leo Killeen who has edited this journal since November 1979 has now retired. Although he has been in the editorial seat for only 18 months he has made his mark and will be missed. We all wish him a long and happy retirement.
The new editor Ron Gapp will try to maintain the high standards of his predecessors. Like them he will always be pleased to consider articles for publication and to receive correspondence.

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The Civil Service in the 1980s

Sir Ian Bancroft GCB, Civil Service Department

This article is based on an address by Sir Ian Bancroft, the Head of the Home Civil Service, to the Royal Institute of Public Administration — *Editor.*

The Civil Service—like most of the public services—has entered the 1980s with its stock in the public's eye particularly low and with its morale badly dented. How has this happened? Much of it is due to misunderstanding of what the Civil Service is, and of what it does. To many people, the Civil Service is often seen as the epitome of bureaucracy—which has itself been described as a game 'in which the first person to move—loses'. This is an impression perhaps reinforced by some of the more extravagant episodes of the BBC series 'Yes, Minister'. But it is worth pausing for a moment to consider what the Civil Service really is. First, it is an organisation some 690,000 people strong, and not even a sizeable fraction of that 690,000 are directly employed in providing advice to Ministers on policy. I am sure that Ministers, already faced with enormous burdens of work, are themselves relieved by that simple but important fact. The myth is that all 690,000 fall into the classical mould of the pin-stripe suited, bowler-hatted, umbrella-carrying, Whitehall-working bureaucrat. But that is very far from the truth. Around 150,000 of the 690,000 are industrial civil servants. Of the non-industrial Civil Service, some 85 per cent work outside Inner London; some 45 per cent are women; and about a third are under 30: a far cry from our traditional image indeed. And even of the minority who are male, over 30 and working in Inner London, I know of only one who wears a bowler hat in Whitehall.

This, then, is the Civil Service I shall be speaking about: not just those that one sees in 'Yes, Minister', but also those providing services to the public up and down the country in Social Security Offices or running Jobcentres; the coastguards; the weathermen; driving examiners; tax collectors; prison officers; health and safety engineers; and so on. It is a large organisation; it is a very varied organisation, and it is an organisation one can't sensibly generalise about.

The changing Civil Service environment

The title of my talk, 'The Civil Service in the 1980s', provides an excellent opportunity to look back at some of the major developments in the Civil

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Service in the past, and to look forward to possible developments in the future. Of the two, I think the future is by far the more important. I would like, though, first to examine the changing environment in which the Civil Service works; to say what progress has been made by the Civil Service in changing itself and then to speculate on what future changes may mean both for civil servants and for the services they provide to the community as a whole.

Change is not new to the Civil Service. It is a continuing process. Indeed if I were asked to list the talents which most civil servants must possess the ability to adapt to change would be near the top of the list. And I think that most commentators on the public scene would probably agree that the requirement for adaptability among our public servants—both central and local—has increased significantly over the last two decades. I note in this respect some of the points made by Lord Boyle in his address to the RIPA in 1979. He drew attention to the dramatic change in the country's economic performance between the 1960s and 1970s. In particular to the sudden change in the tempo of public business as between those decades, and to the way in which it became the rule rather than the exception for long-established and accepted certainties suddenly to be thrown into question. Lord Boyle spoke from his experiences as a minister, and I can readily confirm his impressions from my experience as a civil servant. The premium on adaptability set by these changes has continued throughout the 1970s, and will, I am sure, continue throughout the 1980s and beyond. And these changes have set a premium not only on adaptability itself, but also on the ability to recognise the need for change and to anticipate the way in which those changes may be brought about.

Change may occur for any of several reasons. For example, a new Government may bring with it changes both in the functions which are to be carried out and the ways in which they are to be carried out. There may be structural re-organisations such as those following the recommendations of the Fulton Committee in the late 1960s. Or new techniques may be developed which enable the tasks of government to be executed in a way not previously possible. So many changes take place in a piecemeal fashion. But in recent years at least certain definite trends can be discerned. And in some instances these trends can be seen to have accelerated since the present Government came to office.

Political considerations

Before looking in turn at the most important of these changes in terms of the working assumptions of the Civil Service, I should like to say just a word or two about the framework in which the Civil Service operates. Changes do not occur in a vacuum. They occur because of a perceived need for change either internal to the organisation or from without. It is impossible,

therefore, to look at change in the Civil Service without recognising that civil servants work within a framework of reference laid down by Ministers of the Government of the day. And Ministers work within a framework laid down within Parliament and the country at large—a framework formulated in the context of election manifestos and of the development of policy throughout the lifetime of a Government in response to changing circumstances both nationally and internationally. One can only meaningfully examine changes within the Civil Service in the context of changes within Governments of the day and more widely within society at large.

I emphasise these points—perhaps at the risk of stating what is obvious—because it is important to recognise that what the Civil Service does and the way it goes about it, is frequently determined by the resolution of conflicting considerations at a political level. The need for equity of treatment as between individuals may, for instance, have to be balanced against simplicity of operation. The need to account to Parliament may have to be balanced against the need to respond rapidly to public demand. The need for continuity of operation may have to be balanced against the need to introduce new operating methods quickly. And the weight given to each of these needs may differ in consecutive decisions in the context of external circumstances. So the processes of government administration, dare I say it, can be seen to be inherently inconsistent and even inherently inefficient, almost by definition.

Contraction of Civil Service

Against this background, let me now look, in turn, at some of the more important changes for the Civil Service. The first is the background of contraction against which the Civil Service is operating now as opposed to the expansion which was taking place a few years ago. Since the mid-1970s it has become increasingly clear that the scope for continued growth in public expenditure was severely constrained. Since 1977, therefore, Civil Service staff numbers have been steadily declining—a process which has accelerated since 1979 and which will continue at a relatively high rate for the next three to four years. The present Government has a declared policy of reducing the Civil Service to a strength of some 630,000 by April 1984, a reduction of some 67,000 as against present numbers. All this has had very important implications for the way in which the Civil Service must approach its tasks. For the future, I think that the new political priorities for the Civil Service are to concentrate only on what is absolutely essential, to ensure that all its tasks are carried out in the way most economical of manpower and constantly to evaluate the effectiveness of programmes.

Openness and public accountability

The second main change which I want to mention is the continuing trend

towards openness and greater accountability. Again this is not new but there has been a significant step forward with the introduction of departmental Select Committees and the more general increase in recent years in the influence and persistence of partisan pressure groups.

Insofar as the Civil Service is regarded by many as some sort of closed society, impervious to outside questioning and authority, the new Select Committees are doing much to open up the processes of government and to reveal the inner workings of departments. They have already taken considerable quantities of information and evidence from departments, and much of this evidence has been published. If nothing else, I think this already vast body of information shows at least that the Civil Service is required to deal with subjects that are rarely straightforward. And it is already clear that the enquiries of the Select Committees will provide the opportunity for the public—or at least the most prodigious readers amongst them—to examine in much greater detail than hitherto the workings of Government and the Civil Service. I am sure that this new 'transparency' will do much to foster greater awareness and knowledge of the work which the Civil Service does. I am wholeheartedly in favour of anything which confronts our public critics with a heavy dose of reality, as does much of the information given to and published by the Select Committees. The problems with which Government and civil servants have to deal—particularly those which hit the newspaper headlines—are almost always complex. There are seldom any easy answers. It is important in a democracy that we are all, as participants through the ballot box, regularly reminded of this fact. In my view this is one of the most important contributions that the new Select Committees are making. They are not only scrutinising the operations of Government and, in the course of that process, providing an important new source of information for the public about those operations, they are also performing what I can only describe as an educational role by increasing public awareness of the real dimensions of many of the issues and problems with which Government and civil servants have to contend. But we have also to bear in mind the additional costs of the work involved in preparing and providing information to the Select Committees, and to recognise that there will sometimes be conflicts between the need to take account of the objectives of these external bodies and the pursuit of operational efficiency in administration.

New technology

The third major change affecting the environment in which civil servants work is the accelerating development of new technology. This change is not of course limited to the Civil Service. Many industries are taking advantage of the 'micro-revolution'. But I think it is especially significant here because the Civil Service is traditionally a labour-intensive organisation. So

it is particularly important that the Civil Service takes full advantage of computers and other forms of new technology. They can help to improve efficiency and reduce public expenditure. They can also improve both the service to the public and job satisfaction. There are inevitably some worries about this innovation, particularly in relation to job security and career advancement. They need to be handled with understanding and sensitivity if we are to take full advantage of the possibilities that new technology opens up to us.

Changes in social attitudes

These first three major changes I have mentioned all have substantial implications for the efficiency of administration. The fourth also has implications for efficiency, but in many ways has much deeper and wider implications for the Civil Service as a whole. I have already indicated that the framework in which the Civil Service operates has to be responsive, via the Government and Parliament, to the demands of society at large. It is also, in its individual components—the civil servants themselves—part of that society. It cannot be immune, therefore, from pressures for change from within as well as from without. So I think it important to recognise the need for civil service management to be responsive to much wider trends in, for instance, attitudes to authority; changes in the relationships between management and the workforce; and developments in social attitudes to work more generally. I do not for one moment argue that the Civil Service is different from any other employer in this respect. But it is, I think, worth registering the point, as many may not appreciate that we face management problems and management opportunities very similar to those of other employers. All employers have seen major changes in union attitudes over the last decade or so. But the Civil Service, in common with eg local government and the National Health Service, has had to adjust rapidly to the more dramatic increase in union activity and militancy which has swept the public services as a whole. And this has had major implications for both management and staff. The Civil Service has a very long history of good labour relations and traditionally a noteworthy degree of confidence and co-operation as between firm but just management and loyal staff. It is easy for neither side when circumstances call into question such traditions, as we have seen all too often over the last 10 years. And it is very difficult to restore confidence once it has begun to break down.

I see little likelihood that the turbulence of recent years will ever be fully stilled. So I think we must recognise that, for the future, there will increasingly be a need to give attention to management/union relations in the Civil Service.

Other changes

There are, of course, a range of other areas in which changes will continue to have an impact on the Civil Service. Our membership of the European Community, for instance, will almost certainly mean that policy advisers will increasingly need to be familiar with, and take account of, the views and aspirations of our European partners. Interchange between Government and the outside world will, I hope, become much more common. But such developments are unlikely to have an impact on the Civil Service as a whole; their main effect will be at senior levels.

Administrative efficiency

Having identified, therefore, what I see as possibly the four most important areas of change likely to affect the environment in which the Civil Service will work over the next few years, I should like now to elaborate upon one or two aspects, and to illustrate these particularly by reference to the first—the continuing and intensifying pursuit of administrative efficiency. This is of particular interest to me as, in addition to my responsibilities as Head of the Home Civil Service, I am also the head of the Civil Service Department—the department most directly responsible for ensuring both that changes in the nature or role of the Civil Service take place smoothly, and that the Civil Service uses its human and administrative resources wisely and with proper regard to value for money.

The whole question of efficiency in administration is a difficult one—as anyone who has had occasion to tangle with the problem will, I am sure, attest. The concept of 'efficiency' derives, I believe, originally from the field of engineering where it is used as an expression of the ratio of Outputs (such as power) to Inputs (for example, energy).

As I have explained earlier, the Civil Service operates strictly within a framework set down by Ministers and Parliament on behalf of the electorate. Our Outputs, therefore, are to a large extent dictated by that framework. The range of services to be provided, or of activities to be undertaken, depends wholly on the policies of the Government of the day, on the legislation enacted by their predecessors and on the framework of existing conventions. And the democratic framework is often remarkably inflexible.

There is undoubtedly at present a desire for less government in general. But all the pressures are for more government in particular. And all too often the sources of such pressures, strong and articulate though they may be, are impracticably single-minded. Whenever any new social or economic evil is turned up, the instinctive cry is to know what the Government propose to do about it. But at the same time and possibly even from the same source, comes a call to cut the bureaucracy and controls that a Government remedy must imply. To some sectors of the public, for

example, it may seem to be madness for a Government committed to energy conservation not to tax wasteful forms of domestic heating, such as electric fires. To another sector, it may seem nonsense for a Government committed to social welfare to put electric heating—which is cheap to buy and maintain and simple to use—beyond the means of the poor, the old and the sick who rely heavily upon it. That these apparently opposite objectives may be expressed by the *same* sectors of the public at different times make the process of Government only more complicated.

So there are very real pressures for increased government legislation and activity. If these pressures are to be met without increasing the size of the bureaucracy, something else has to be dropped. But government attempts to downgrade or to withdraw from traditional services are often met with vociferous and prolonged protest of a kind which Governments find difficult to ignore. Standards of service are regularly monitored by recipients of Government services, and Ministers in departments are answerable to Parliament—and the electorate—for those standards.

To some extent, therefore, our Outputs are fixed. This has significant implications for efficiency in the Civil Service. Suppose, for example, it becomes necessary to set up a local office at the drop of a hat to pay unemployment benefit where a large local employer has made his work-force redundant. There is clearly a conflict between the need to do this quickly—which is sometimes absolute—and the ability to do so in a way which is cost effective. To put it another way, it is no good the Permanent Secretary going to his Minister when there is strident public demand for an immediate means of transport, and saying 'give me two more weeks and I can provide a bus, but at the moment I can only provide a bicycle'.

Given a degree of fixed Outputs, therefore, in the Civil Service efficiency equation, the search for greater efficiency has traditionally concentrated upon controlling rigorously the Inputs—that is, by ensuring that no more staff than necessary of the right quality are employed to do the work of central government and by regularly and constantly seeking to improve operating methods. In this respect I believe we have a record of which we can be proud, and one which provides a very firm basis for future development.

We have regularly made large savings in manpower, for instance, through a series of staff-cutting measures, through our annual scrutiny of departmental bids, and through our continuing programme of depart-mental staff inspection. Our record in the field of new methods is not a mean one. I have no doubt that those of you who have taken an interest in the management sciences will know of the Treasury O & M team—as it then was—which was in the forefront of expertise at a time when such methods were still in their infancy, and which has always been very highly regarded in its field. The Civil Service has also a high reputation for its use

of computers. Inevitably, perhaps it is the projects that have suffered particular teething troubles—an inevitable consequence of being amongst the first to use newly available technology—that have made the headlines. I need not name them. But some other examples which have been less widely publicised illustrate my point.

A computerised supply system for the RAF, first introduced in the mid-1960s and modified in the early 1970s, has enabled us to save in total some 765 service and 1,100 civilian posts as compared with the previous manual system—representing a saving of around £6m a year at current prices. The computerisation of the Land Charges Index of the Land Registry in 1974 has saved some 330 staff out of a previous total of 500; has radically improved search times and the services given to the public; and has turned a loss-making venture into a net revenue-earner. This project won a British Computer Society award for the computer application judged to have most benefited society. Another example is the use of computers at the National Savings Bank in Glasgow which, in addition to eliminating a very large amount of routine and repetitive work, has helped to reduce staff numbers from 8,800 to 4,300 since 1968. I could go on.

Why, then, is the Civil Service so often criticised as being inefficient? As I have indicated earlier, I believe that certainly part of the problem is the fundamental inefficiency of any democratic process. There are, quite rightly, a larger number of avenues through which the work of the Executive can be checked and challenged. I am sure that we should be grateful that this is so. But the need to plan activities against the possibility of such checks and challenges is, of itself, an expensive overhead. I think another aspect is that the Civil Service, traditionally, has not been very good at showing off its best side: as I have said, many of you will, for instance, have heard of our more troublesome computer projects, but few I am sure of our many more successful ones. And it is rarely headline news—indeed, news at all—to declare what we have prevented happening: for instance, if by dint of considerable effort we implement a new service with only 'x' staff rather than 'x plus 1,000' staff, the public reaction is to criticise the 'x' rather than to praise the 1,000 saved.

But the development of new techniques and administrative aids makes every system progressively less than maximally efficient, if the advantages of those techniques and aids are not exploited. The search for greater efficiency is a never-ending one. And in the current context of declining resources both in manpower and in financial terms—that is to say the Inputs of the Civil Service—the search for greater efficiency is going to become even more urgent.

Examination of current activities

I have spoken at some length about the framework in which the Civil

Service operates. The framework set by the present Government places a new premium on the search for greater efficiency in the conduct of public business. This Government, too, took office with a mandate to challenge the accepted order of the range of services traditionally provided by Government. Currently, therefore, ministers are examining critically, as only they can do, whether our Outputs, as well as our Inputs, are appropriate in the context of the need to reduce the cost of government. This may well provide a new dimension to our traditional central activities.

I have said earlier that I believe that the new priority being given to the search for greater efficiency in administration may well be the single most important challenge for the Civil Service of the 1980s. We have already made a good start in responding to this challenge. The programme of departmental scrutinies being undertaken by officials for their ministers under the supervision of Sir Derek Rayner and with the support of the CSD is only one example, but an important one. The impetus behind our traditional activities of staff inspection and service-wide cost-cutting exercises will be maintained. The critical examination of the need for current functions will continue. I have already referred to new technology.

I do not think there is any doubt that the Civil Service in the 1980s will become a smaller, leaner and fitter organisation. The emphasis we already place both on the search for efficiency and on the management aspects of change will be sharpened in the context of declining resources. Increasingly emphasis will be placed on accountability at all levels. The accountability of the Executive to Parliament through the floor of the House and the Select Committees may well continue to increase. And, given that the only factor of which we can be certain is that the rate of change will not change downwards, the need for our civil servants to be highly adaptable and flexible will continue.

Impact of changes on civil servants

What will all this mean for the civil servants themselves? There is, I recognise, a risk that, because of the ways in which these changes are expressed, the fact that civil servants are human beings—people with legitimate aspirations, needs and concerns—may be overlooked. We talk of 'numbers', 'jobs', 'efficiency', 'functions', 'posts', etc. What we must not forget is that, at the end of the day, the business of government depends on the man or woman doing the work. If he or she is distracted or discontented the job is unlikely to be done well. The Civil Service has always set great store by efforts to make sure that the right person is doing the right job. We spend a good deal of time and effort on the development of the careers of individuals in order to maximise the benefits both to them and to the Service. Change is, of itself, often disturbing and disruptive. It is almost certain to give rise to doubts and uncertainties, at least initially.

Being human, civil servants, as anyone else, are bound to approach what are, after all, fairly radical changes with some trepidation. Management well understands the fear of change and will be concerned to do all it can to introduce it smoothly with full information and use of the Whitley consultative machinery.

Nonetheless, I believe that with enlightened management these changes can and will be effected smoothly. And I think that, once the initial uncertainties and doubts have cleared, civil servants will recognise that the changes I have described may bring with them substantial benefits. Though there may be fewer civil servants, those working within the Service will have increasingly more rewarding jobs to do as much of the drudgery of administration becomes automated. They will be able better to do their jobs as methods improve, and will be able to provide a better service to the public.

The new emphasis on economy and accountability will encourage the delegation of responsibility for the efficient management of resources to lower levels—a responsibility which I believe that those at lower levels will welcome and discharge boldly and well. I think, too, that with the devolution of that responsibility, there will be a consequent devolution of opportunity. New emphasis may well be given to enabling the best to use their talents to the full and to be rewarded accordingly. But, above all, I am sure our civil servants will be able to take greater pride in the work that they do and the way that they do it. And that, in itself, could make a substantial and long-lasting contribution to efficiency.

Conclusion

I do not think it possible to describe any further or in any greater detail the Civil Service of the future without the aid of a crystal ball. I hope, though, that I have got the point across that I do not look at the 1980s in a negative or defeatist way. I do not subscribe to the view that fewer resources and a smaller Civil Service will necessarily mean a community which is poorly served by its civil servants. I think, instead, that the period will be an exciting one, full of change and opportunity. The best elements of the present Civil Service will be retained, the inefficient or unnecessary elements discarded. This will lead to a smaller, more efficient Civil Service, manned by people who derive great satisfaction from providing the public with a better service even than now.

One matter does, however, cause me great concern. At a time when civil servants are working so hard to provide even better services in the face of diminishing resources, they—in common with other public servants—are increasingly subject to unwarranted and biting criticism from the public and the press. In particular, I should like to take issue with the apparently widely held view that those who work in the public services are—to extend

the transport analogies I have used earlier—'passengers that the country simply cannot afford'. The attitude, it seems to me, is based on two patent fallacies.

The first is that, because the productive sector creates the wealth of the country, the non-productive sector is an optional extra—or even a luxury—which in times of economic stringency should be dispensed with. The error then becomes compounded by a second fallacy: that the private sector equates fully, only and wholly with the productive sector, and that the public services constitute the non-productive sector. Add to that the observation that the revenue of the public services derives from taxation levied, directly and indirectly, on the productive sector and you have the kernel of the argument that the public services are wholly parasitic, feeding off the backs of honest producers.

The popular Press would have us believe that this is a widely held view—and perhaps it is, given what is essentially a symbiotic relationship of thought development between the Press and the public. But it is a very one-sided account of reality.

Certainly there is room for debate about the size and scope of the public services. This is the function of the democratic framework to which I have referred earlier. Certainly the public services should be no larger than necessary to do the work required of them; and if the country cannot afford much in the way of public services, they must be trimmed. This is the measure of the relationship between the Inputs and Outputs of the public services which I have also described. But public services commensurate with the minimum that the country can afford are, by definition, performing essential functions no less than the productive part of the private sector. They need to be as efficient as they can be. And that will not be achieved by regarding the term 'public service' as a dirty phrase or by encouraging its practitioners to see themselves as second-class citizens, as the source of all the country's ills, and as, at best, a regrettable necessity or, at worst, contemptible leeches.

Of course there is a sense in which the proposition 'no productive sector, no government' is true. But it would be just as true in modern society to say 'no government, no productive sector'. The productive sector can hardly survive—certainly cannot flourish—without many of the services that only government can provide. There must be law and order, and there need to be conditions in which law will be generally observed and order secured without tyranny and within the framework of a reasonably just society. National defence must be provided; children must be educated; the sick must be cared for; and so on. The precise scope and extent of government provision in this context is a matter of legitimate controversy. But the proposition that all government is bad is the philosophy of the anarchist. The truth of the matter is that the productive and non-productive sectors need

each other. Neither can operate without the other and each needs to understand and respect the essential role of the other.

Without a more rational and reasonable attitude towards the Civil Service and the public services more widely, I think that there is a real risk that the profession of service to the public will be brought into disrepute. At a time when the Civil Service is doing so much to improve itself, I believe the country should be more ready to recognise the improvements and savings which our public servants achieve and give praise as readily as it gives criticism. I am convinced after 33 years of service in the Civil Service that it is one of our greatest national assets. Proper and well-informed criticism can only do good. But a continual barrage of unwarranted attacks upon the Civil Service can only serve to reduce its value to the nation. Public vilification of our civil servants is not only unjustified; in present circumstances, when they are responding efficiently and well to the need for change it is a calumny. Abuse provides an easy and convenient substitute for the rational consideration of the real problems the country faces. And it is to this, under the Government of the day, that the Service will remain dedicated.

The Stationery Office Trading Fund

B M Thimont CB

At the time of writing this article Bernard Thimont was Controller of Her Majesty's Stationery Office. He has since retired — *Editor.*

I was asked some time ago to give an account of my personal impressions concerning the move of Her Majesty's Stationery Office to a trading fund method of financing. When I agreed to do this I had very much in mind the freedom of personal expression accorded by the Editor. My subsequent retirement adds poignancy to this.

Background

When HMSO was established in 1736, my predecessor managed to run the shop with 15 men, 2 women, 2 horses and a cart. In 1980 HMSO comprised some 6,000 staff, had an annual turnover of about £250m and operated on the basis of a trading fund requiring an accounting system managed by some 20 professional accountants and based on a computer with over 1,000 programs.

I do not propose to trace the history of HMSO over nearly 200 years; what would be more relevant would be to look at what brought the Stationery Office from Allied Service respectability in 1979 to trading fund challenge in 1980.

Allied Service principle

Since 1824 the goods and services which HMSO provided for Parliament and Government Departments have been financed by a Vote accounted for by the Office, ie the so-called Allied Service principle. This meant that the responsibility for economical administration was shouldered jointly by the supplier and the customer with oversight by the central departments.

Successive inquiries concluded that this arrangement had many advantages including economy of administration, the maintenance of appropriate and uniform standards together with a sense of collective responsibility which had long been regarded as inherent in our system of government. But, whilst the arrangement appeared to operate effectively,

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there had been for many years an underlying feeling of unease which could best be summarised in the following questions to which it was felt that satisfactory answers were required:

- —ought not the responsibility for expenditure incurred be placed fairly and squarely on the department raising the demand?
- —when considering the justification for an expenditure programme should not all the elements (including HMSO services) be taken into account?
- —would not greater day-to-day economy be obtained if users were to have the final responsibility for expenditure and stand ready to defend it?

The more effective control of public expenditure, through more realistic planning and more economical use of resources, constituted the fundamental objective underlying the debate on Allied Service versus repayment which continued, with varying degrees of intensity, during the years since the end of the Second World War.

Clearly, those responsible for raising demands should be prepared to justify them. But under the Allied Service principle this was accepted doctrine. The role of the supplying department was confined essentially to meeting the demand in the most economical manner. At the same time, however, since the cost was borne on the Vote of the supplier an element of responsibility was assumed which enabled him to challenge a requirement which he considered could be met in a more economical way. Wide-ranging experience, coupled with a high degree of professional expertise, enabled this to be done in a cost effective and administratively acceptable manner. But for the purists the difficulty remained; arguments based essentially upon a long-standing and accepted code of practice inevitably left the sceptic unconvinced.

Major policies in the area of central government usually involve major items of expenditure. Defence, social security, law and order, to cite but a few, involve levels of operational public expenditure which in financial terms are disproportionate to expenditure on the infrastructure. The cost of the capital equipment of an armoured division bears little relationship to the cost of the typewriters and ball-point pens at headquarters. The levels of social security benefit are unlikely to be determined by the cost of the continuous stationery required to effect individual payments under the system. Custodial policy in the Prison Service is not likely to be changed fundamentally in order to bring about a saving in the number of pencils used in individual prisons. This situation is reflected most strikingly in the private sector of the economy where the cost of printing advertising material is minimal in relation to the overall cost of developing and launching the related new product. This is the perspective which has been

evidenced in the recent past in the attitude of some areas of the printing industry. The expert supplier is more likely to be concerned to preserve his professional reputation than is the management of an organisation with the major headaches involved in securing a commercial objective with hundreds of millions of pounds at stake. It is the old and highly relevant question of priorities.

In a more homely environment I have always found the greatest difficulty in persuading my children actually to economize. The relationship between my children and myself has, I hope, been somewhat closer than that which is likely to exist between an HEO and the Accounting Officer. I even suspect that is has been closer than that between an Assistant Secretary and his Permanent Secretary. As an observer of human nature, I beg leave to doubt whether either the HEO is going to be more careful in his use of stationery or the Assistant Secretary is going to think more carefully before suggesting the publication of an explanatory booklet because the final cost is to fall on the Vote for his Department rather than on the Vote for HMSO. From his point of view it is public expenditure that is involved and his attitude will be conditioned by his general attitude towards Exchequer money.

In this situation it may well be asked why move from the Allied Service arrangement which has served for so long and so honourably to Repayment with all the accounting procedures and inter-departmental costs involved? The reason is twofold: the advent of cash limits; and the future of HMSO.

Effect of cash limits

The concept of cash limits was introduced under an earlier Administration with the objective of imposing an element of constraint on the rising level of public expenditure. The monetary policy of the present Government gave a new relevance to cash limits as a financial discipline; but it resulted *inter alia* in the unworkability of the Allied Service principle as far as HMSO was concerned. The imposition of a cash limit on the Vote for Stationery and Printing implied a finite resource in this area and in turn implied the exercise of judgement by a common service agency in areas of policy. Printing, publishing and office supplies vital to the furtherance of a one policy objective had of necessity to be viewed against the essential requirements of another. It was as if the possessor of a pen were called upon to decide what was to be written.

Clearly such a situation must be intolerable and, in consequence, it was clear that the Allied Service system in its traditional form could not continue in the new era.

In the middle of 1979 a system of 'partial repayment' was introduced on an experimental basis and at extremely short notice and in the absence of that degree of inter-departmental consultation traditional to Civil Service

affairs. It was a crash programme and—predictably—it crashed. The arrangement proved unworkable by overstraining limited expert resources and provoking a degree of potential administrative chaos. The experiment was discontinued at a price: the price was the move to repayment and Trading Fund status for HMSO.

Role of HMSO

The role of HMSO is to procure goods and services manufactured in the private sector and to maintain a strictly limited in-house productive capability.

If the Stationery Office did not already exist would steps be taken now to establish it? A good question. But the Stationery Office does exist and so the relevant question is, should it continue? This is an even better question, and one which it would be easy to answer 'quod erat demonstrandum' if HMSO were to be given the opportunity to prove its cost-effectiveness in relation to alternative arrangements which might be made. The move to repayment and trading fund status provides the opportunity to do just this and for HMSO to demonstrate the justification for continued existence in its own right provided that it is accorded the requisite freedom of manoeuvre.

Introduction of Trading Fund

In 1973 Parliament had passed the Government Trading Funds Act which specifically included the possibility of HMSO becoming a Trading Fund. At that time, circumstances suggested that the status of the Stationery Office should not be changed; recent circumstances, as I have already indicated, suggest otherwise.

At 53 minutes after midnight on 25 March 1980 the Minister of State, Civil Service Department, as the Minister with day-to-day responsibility for HMSO, sought the approval of the House of Commons to the draft Order moving the Stationery Office to a trading fund method of financing—indeed as many would suggest, the only true Trading Fund in government. The Order was approved and from 1 April 1980 HMSO has concentrated more on the commercial aspects and taken account of the necessarily different relationship with its customers. These two aspects will engender a particular interest: and it is for this reason that a minor departmental change in a major governmental machine is worthy of comment.

The two aspects of the change are inseparable. In essence, HMSO has become a commercial organisation and its employees have had to adopt a commercial stance and regard their customers from a commercial standpoint. At the same time, however, HMSO has remained a government department with all the constraints that this implies. Riding two horses is difficult at the best of times; but when one horse is wading through the

mud of recession and the other conditioned by a significant element of uncertainty, the rider must have difficulty in remaining in the saddle. Additionally, the potential implications of a political philosophy for public sector activities have impacts which would unnerve even the most veteran of jockeys. But the Stationery Office is on course and I like to believe that the rider continues in control.

Consequences of the change

The move to Trading Fund has brought about a very real change of attitude on the part of the staff and their trade union representatives. The realisation that every activity, however small, must make its appropriate contribution to the financial target of the Trading Fund has resulted in a cost-conscious awareness which was previously less evident. At the same time it has emphasised the feeling of frustration felt by any civil servant engaged in a commercial-style activity. If commercial results are expected, commercial freedoms might be presumed to be a prerequisite. The manager (particularly at the middle level) should be free to manage. But the centralised determination of pay and the minutiae of conditions of service leaves the line manager with very little freedom; it frustrates the efficient and exculpates the inefficient. The result has been a degree of apprehension greater than might have been expected in an economic climate which itself has produced an atmosphere of uncertainty. This has sought a response from senior management which it has had the inability to make, even with its closeness to Ministerial authority. Faith in leadership is a prerequisite of any activity and anything which detracts from this is detrimental to the achievement of objectives. The passage of time will hopefully remove the feeling of uncertainty; pride in achievement will remove the last traces of faintheartedness. The endurance of HMSO in this new situation will so fortify its staff as to provide them with the confidence and self-respect which membership of an organisation clearly justified in its own right must bring. But this can only be achieved if the customer relationship is right.

In the case of other bodies established under the Trading Funds Acts of 1973 it has been mandatory upon their customers that they should continue to trade with them. Largely, this requirement has been regarded as a form of compensation for the constraints under which these bodies have to operate and to which I have already referred. But it has been decided that come 1982 complete freedom shall obtain. In the meantime the cold winds of competition are to be allowed to blow unabated in some quarters even before the issue of winter clothing has been completed. Whether this will prove to be in the public interest only time will tell. But such an attitude must reflect confidence in the longer-term future of HMSO: the alternative is unthinkable in an ordered society.

A Model User Requirement

R B Barnard, Civil Service Department

Mr Barnard is a Senior Executive Officer in the Management Development Division of the Civil Service Department — *Editor.*

Introduction

'During the design and implementation of any system by specialists, whether it be based on clerical, mechanical or computerised procedures, it is often apparent that a great disparity exists between the needs of the user for whom it is designed and the specialists' perception of those needs.'

So runs the opening sentence of a Code of Practice prepared jointly by officers of six government departments and issued in the autumn of 1980 to all departments simultaneously by the Central Computer and Telecommunications Agency (CCTA) and Civil Service Department, Management Development Division (CSD MD). The document is entitled CGP No 27—A Model User Requirement*.

Whose document?

The Code of Practice is one of a series issued by Standards Section, Support Services Division of CCTA, to ADP Standards Liaison Officers in departments. CSD MD also arranged that this particular CGP should be copied to Management Services (O & M) units in view of its wider significance. But the real target for the User Requirement is neither the computer specialist nor the Management Services practitioner (though both will be well advised to be more than just 'aware' of it), but the user manager. Any manager, at whatever level, may come to believe that his information processing needs are not currently being met by any existing clerical, mechanical or computer system and may feel that the time is right for a start to be made on putting things right. The completion of a 'User Requirement' by this user himself is the first step along the road to a new system which should, this time, meet his real needs.

*Copies of CGP No 27 may be obtained from Publications and Information Branch, Central Computer and Telecommunications Agency, Riverwalk House, 157–161 Millbank, London SW1P 4RT (Tel: 01-211 7754).

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Purpose of the User Requirement

The purpose of the User Requirement as set out in the Code of Practice is to bridge the gap between user and specialist to ensure the closest fit between the needs of the user and the provisions of the system designed to meet those needs. In addition, it can be a vehicle for:

- improving communication between users and specialists
- increasing Management Services/Computer Services (MS/ADP) specialists' awareness of the user's needs and of the environment within which such needs exist
- challenging the user's assessment of his needs (to ensure that the true position is reflected)
- helping to determine the most cost-effective solution.

The completed User Requirement will then be used by the systems team (MS and/or ADP) as a basis for analysis and design. It must therefore be as clear and concise as possible, while still covering comprehensively all that the user wishes to express.

Development

The User Requirement should take the form of a collection of documents which are progressively refined as the user 'thinks through' his requirement. Clearly, the user may need help in formulating and expressing his ideas and MS and ADP specialists should be on hand to give advice and guidance as required. This may at times involve active help but even in this event it should always be remembered that the User Requirement belongs to the user and is his own document in which to express his own needs.

The initial form which the User Requirement takes may be modified and expanded as a result of work undertaken thereafter by the specialists in conducting a preliminary study in the application area specified. While the User Requirement is not designed to specify alternative or preferred solutions tentative views towards solutions may well be formulated at this stage. With the extra insights provided by the preliminary study, however, the User Requirement can be filled out and completed, and will act thereafter as one of the significant factors to be considered by management in deciding whether or not to proceed to Full Study. The completion of the preliminary study should normally be the signal for the User Requirement to be produced in its final form. On occasion, however, later systems development may reveal certain desirable changes which, if introduced, might benefit the system as a whole and perhaps increase its cost-effectiveness. In that event MS or ADP specialists should take steps to advise the user on any changes which ought now to be made, as a consequence, to the User Requirement.

Contents

The Code of Practice lays out in some detail both the order and contents of a model User Requirement, though departments are free to modify their own versions to suit local practice and custom. The model describes five major sections, thus:

- —title page
- —introduction (background, summary of any existing system)
- —brief statement of Objectives, Benefits and Constraints
- —requirements from the new system (outputs, existing records, existing communications, calculations and environment)
- —appendices containing further explanatory information, organisational aspects, methods and staff used in formulating the User Requirement and, importantly, a glossary of technical terms used in the text which relate to the user's environment.

Information which might be particularly valuable for the systems team would include a set of success criteria and allowable variations from the ideal, and any target dates towards which the user might be working. Such information will help the systems team to evaluate both the level of resources that should be allocated to systems development, in competition with other systems development tasks, the degree of urgency involved and, on completion, the extent to which the implemented system measures up to the stated needs of the user.

Will it work?

The inter-departmental working party responsible for the Model User Requirement were wholly agreed that an honest implementation of the terms of the Code of Practice would lead to the design of better, more effective systems that would meet, much more closely than hitherto, the needs of the user. The working party also believed that an atmosphere of greater harmony and mutual respect would be likely to develop between users and systems specialists which would help to dissipate the feelings of dissatisfaction that both may experience at present.

It is now up to the users and systems specialists themselves, either to make it work as set out in the Code of Practice, or to modify it to suit local conditions better or to establish that, in their particular circumstances, this particular approach is not appropriate. CCTA will welcome and co-ordinate any feedback that departments may be able to give, and the Code of Practice will be modified accordingly at its next scheduled revision in 1982.

The Role of Organisation Development in Management Services Work

J A Barker, Civil Service Department

John Barker is a Principal Psychologist who was until recently working in Management Development Division of CSD. In this article he aims to show how the concepts of Organisation Development (OD) can help Management Services (MS) practitioners to become more effective in bringing about change in the Civil Service — *Editor.*

Definition of Organisation Development

OD is defined, by Richard Beckhard, as an effort which, in response to some felt need, is (1) planned, (2) organisation-wide and (3) managed from the top, to (4) increase organisational effectiveness and health through (5) planned interventions in the organisation's processes, using (6) behavioural science knowledge.

The existence of a 'felt need' within an organisation indicates that there is a desire in some part of it to respond to some pressure for change, whether it comes from outside or from within the organisation. Somebody in authority in the organisation feels that something, somewhere is not quite right. In a government department this might be the PEO or the PFO; or a manager or group of managers within a division; or even the Department's Minister or the Prime Minister.

Being a 'planned change effort' implies that a systematic diagnosis of the organisation's need for change has been carried out, a strategic plan for improvement developed and the necessary resources mobilised.

By 'organisation-wide' is implied the involvement of all parts of the organisation affected by the change. To be successful, the system to be changed should be that of a relatively autonomous organisation free to determine its own procedures and structure within only very general constraints.

Being 'managed from the top' implies personal investment in the change effort and its outcomes by the top management of the system. There are three levels of commitment that can be given:

(i) permission for change to occur because top managers see, at least intellectually, the necessity for it, and they provide no active opposition

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(ii) support and encouragement by involvement in the monitoring and evaluation of changes
(iii) participation—active involvement in the change effort.

Failure to involve top management will set limits to what can be achieved.

In order to direct the change effort to 'increase organisation effectiveness and health', the practitioner needs some model of an effective, healthy organisation. Most OD practitioners will have an open-systems model, in contrast to traditional bureaucratic models which tend to be of the closed-systems variety. They are likely to advocate a model in which:

(i) an organisation operates against a background of clear aims and objectives
(ii) organisational form is likely to follow the functions that need to be performed
(iii) decisions are made near to the appropriate source of information
(iv) reward systems are related to the achievement of objectives and the development of employees
(v) conflict is minimised and restricted to ideas about tasks and projects
(vi) feedback systems exist that can be, and are, acted upon.

One particular model of an effective organisation will be considered below.

Finally, 'planned interventions' are deliberate strategies to get organisation members to stand back and examine their ways of operating: and behavioural science knowledge is especially important since it is people who make up an organisation and who manage and operate its processes. Of particular relevance is knowledge about change and people's reaction to it.

A model of an effective, healthy organisation

All practitioners have a model of what an effectively designed and functioning organisation is, although that model is not always explicit. This model effectively limits the practitioner's scope for diagnosis and solution. One example of such a model is that by Gerard Egan. For him the essential elements in an effectively designed and functioning system are:

Recognition of principles of human behaviour

These principles (reinforcement, punishment, etc) should underly the structure and processes of the organisation. For example, rewards must be experienced as such by staff themselves and should reinforce behaviour that leads to achievement of organisation goals.

Assessment of needs

An organisation should be sensitive to its 'customers' and channel its resources to meet their needs.

Aims
Statements of aims should be explicit and cover the general purpose and wide-ranging goals of the organisation. They reflect the philosophy and values of the organisation, ie the spirit and conditions under which services are to be delivered.

Goals
Goals translate more general statements of aims into what is to be achieved, if the organisation is to perform well. Goals should be behavioural, measurable, realistic, worthwhile and adequate. They should be communicated clearly to members and members should be committed to them.

Programmes to achieve goals
There should be systematic step-by-step programmes established to achieve goals. Each step should progress toward the goal and no step should be too complicated or too difficult. Connections between steps should be logical and clear.

Education and training
An organisation should recruit people who already possess the working knowledge and skills necessary to carry out programmes, or else be able to train new members in them.

Other resources
Staff should be provided with whatever other resources they need at the right time and in the right condition.

Organisation structure
The way that work or tasks are divided should be such that goals can be achieved as efficiently and effectively as possible. Work should be divided in ways that both allow it to be done efficiently and meet the needs of organisation members. If the structure is clear to members then their roles should also be clear. Clarity of role enables tasks to be carried out more effectively.

Relationships
These tend to flow from structure and they should also serve effective and efficient work. There should be a basic harmony between goals, programmes, structure and relationships; and while fulfilling some of its members' needs for relating to it the organisation should not place disproportionate emphasis on meeting them. Both structure and relationships should be clear; unclear relationships can lead to misunderstandings and conflict, reducing efficiency.

Communication

This should be systematic and related to getting the work done. There are two main types of communication:

(a) Information sharing: work-related information should be freely shared, not withheld. Members of the organisation should be rewarded, not punished, for sharing information. The more withholding information results in personal gain, the more will efficiency and effectiveness decrease.

(b) Feedback. There should be systems providing regular monitoring of information, to reinforce what is going right and to correct what is going wrong. Such information systems should enable organisation members to evaluate themselves as well as receive feedback from colleagues and managers.

Organisation climate

The internal environment should be such that in achieving its primary aim the organisation is structured and functions to meet the legitimate needs of its members. Different sets of assumptions underly different climates. For example, Argyris and Schon compare two organisational models. Model I's assumptions are that it is important to win, not lose; rationality is to be encouraged and emotion discouraged; it is better to minimise or eliminate the expression of negative feelings; and it is better for the organisation if all decisions come down from the top. Model II's assumptions are that information should be freely shared; appropriate expressions of emotion, including negative ones, have a function; and positive reinforcement is more effective than negative control. Whilst Model I organisations may initially be more efficient, those embraced by Model II are both more human and more efficient in the long term. It may take some time to move from a Model I system to a Model II since it is necessary first to develop the appropriate knowledge and skills to cope with it.

The external environment

Organisations should have systems established to enable them to be aware of changes in their environments and of how they influence or are influenced by them. In the private sector ineffective monitoring of the environment leads to going out of business, but governments can be sheltered from such effects by the absence of any alternative provider of their services to which the public might turn.

Such a model is used by practitioners for comparison with existing organisations. Inconsistencies suggest areas for attention and can point to specific techniques or solutions to remedy problems.

A model of change

As well as having a model for diagnosis each practitioner will have a model of change—in effect a set of strategies for bringing about change, to which the practitioner will incline. There have been many such models reported but Egan considers that they are all versions of the basic problem-solving model represented diagrammatically in the Annex. Effective change models, Egan says, have four basic steps. These are diagnosis; goal setting; action planning; implementation and evaluation. Each of these stages has an expanding and a contracting phase, which are considered in more detail in the following paragraphs:

Diagnosis—reviewing the organisation and focusing on critical areas.

The expanding phase of diagnosis illustrates the importance of not being too hasty in deciding what is wrong with the organisation and what needs changing. The diagnosis should be more widespread to ensure that problems rather than symptoms are being tackled. It should also include an evaluation of the organisation's readiness or motivation to change as well as its capacity to change. This is important for deciding appropriate strategies later in an assignment.

Once a diagnosis has been completed the next step is to focus on those aspects of the organisation that need attention. Where there are several such aspects, a choice has to be made about where to start. Rather than attempt to solve immediate problems, OD practitioners prefer to concentrate on developing the organisation's systems and processes and building the skills within the organisation necessary for it to be self-correcting.

Goal setting—getting new and wider perspectives on problems and establishing goals for their solution.

Having identified the aspects of the organisation which need attention it is often necessary to conduct a deeper diagnosis if an effective solution is to be found. This involves developing a wider perspective on the problems. If people experiencing a problem can put it into a wider context, they can often see a way forward to a solution with which they can cope. Being taken through this process can be very challenging and threatening since deeply entrenched views and ways of operating have to be questioned.

Once a clearer view of the problem is achieved, it is important to set goals that any solution must achieve before any action is taken. To be effective these goals must be clear, specific, concrete, behavioural, attainable and adequate to solve the problem needing attention.

Action planning—looking for and selecting means of reaching the goals. It is important not to opt for a solution too quickly without considering

alternatives. There is likely to be greater commitment if organisation members have a say in making the decision. It is also important not to jump straight from the definition of the problem to deciding action steps without going through the sometimes agonising process of establishing the goals that any solution must attain.

Implementation and evaluation

Implementation includes both launching the action plan and maintaining impetus in it. The latter will to some extent depend on how well planned the action steps are to provide clear, step-by-step progression towards the goals and how well the other basic principles of human behaviour have been observed. Sometimes action plans fail because they require behaviour which is not within the resources and skills of organisation members.

Evaluation is only really possible when goals are clearly set, thus providing precise criteria. As well as monitoring success in implementing the action plan, evaluation can indicate the adequacy of the initial diagnosis and the extent to which the goals established were appropriate to solving the problems faced. In this way information is gathered which can if necessary be recycled through the model.

A model such as this can be used in either an authoritarian or a participative way. On behavioural science principles, OD practitioners would opt for a participative approach in order to gain commitment from organisation members, particularly at the decision-making points represented by the four contracting phases. OD practitioners see their role as equipping organisation members with the skills and processes to solve their own problems and enabling them to participate in the problem-solving process helps to achieve this.

A comparison with the typical MS approach

How does the approach of MS practitioners in the Civil Service compare with that advocated by OD practitioners? From the evidence of over 200 staff who have attended the Consultancy Skills course at the Civil Service College some tentative conclusions emerge:

(i) While being very good at carrying out diagnosis, and in particular in gathering factual information, MS practitioners seem to be less good at analysis. This seems to be for two reasons: diagnostic models are relatively narrow, concentrating on technology and procedures rather than processes and relationships; and are not very explicit. Consequently analysis seems to be fairly superficial and solutions therefore often partial or inappropriate.

(ii) The goal-setting stage of Egan's model tends to be omitted. Practitioners seem either to shy away from taking, or to lack the skills to take, the challenging stance implied in this stage. Practitioners tend to

go straight from diagnosis to some recommendation for action. If goals are set at all they tend to be related to the production of a report rather than to any other specific outcome of an assignment.

(iii) Practitioners seem to make recommendations for action rather than help managers to develop specific action plans. Recommendations for action often do not take account of the principles of human behaviour or of what is known about people's reactions to change. They do not therefore provide managers with a step-by-step series of progressions towards achieving a solution to their problem.

(iv) It is perhaps in the Implementation and Evaluation phases that the biggest difference appears. It is comparatively rare for MS practitioners to be involved in the implementation of their recommendations and often the impetus to change is lost. Evaluation seems to be little more than an occasional telephone call to check on any changes that may have been made. The opportunity to check that the initial diagnosis had been correct or that the action plan is adequate to achieve the goals set is thus lost, along with the opportunity to help people to cope with the new arrangements or make further modifications. There are many examples of changes made that have proved ineffective through lack of help with implementation and evaluation.

(v) Many MS practitioners seem less concerned to gain commitment from managers and staff than OD practitioners. Few MS assignments use steering groups, for example, as a means of gaining top management commitment. Those that do tend not to use them in a way that actively involves management in decision making during the assignment. Such steering groups seem to be passive bodies acting either as rubber stamps or (more likely) as defensive mechanisms against too radical a change.

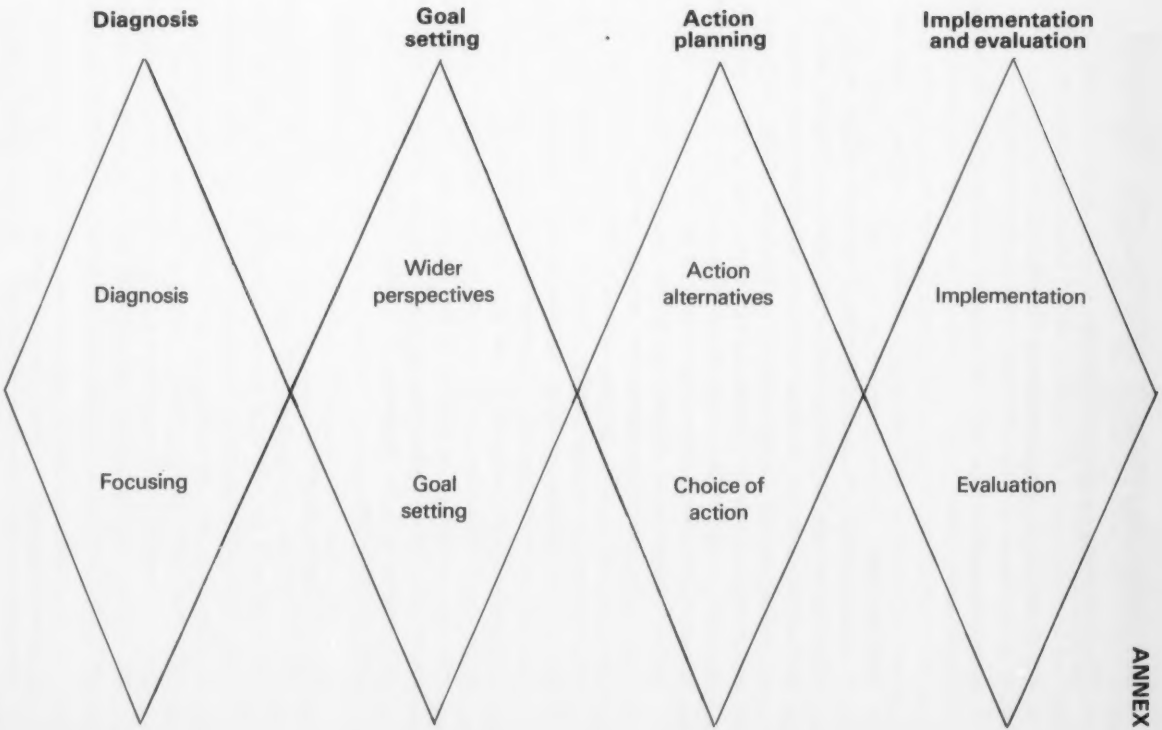
During assignments MS practitioners do not seem to involve staff in the diagnosis and analysis of the organisation. The tendency is rather to conduct the assignment as an expert and to produce the results in a report, leaving discussion about the problem with organisation members till then.

What might MS staff usefully adopt from OD practice?

There are a number of aspects of OD practice that MS might usefully adopt if it is to become more effective. Among these are:

- MS Units should report to and be used by the top management of the organisation to enable them to be aware of their organisation's needs; to be able to take an organisation-wide view; and to develop planned strategies for their activities.

- All units that exist to improve the functioning of the organisation should be co-ordinated and linked together. It is probably not enough to brigade all units under the same command; the aims of the units should be compatible and the programmes of each co-ordinated.
- MS practitioners should devote more of their attention to systems and process. They should then be more likely to concentrate on underlying problems rather than immediate symptoms.
- Time and resources should be spent in developing diagnostic models; building strong personal support systems for practitioners and in team building.


Diagnosis
Goal setting
Action planning
Implementation and evaluation
Diagnosis
Focusing
Wider perspectives
Goal setting
Action alternatives
Choice of action
Implementation
Evaluation

Achievement through Good Communication

R C Greenslade, Department of Transport

Ronald Greenslade is the Head of the ADP Operations Sub-Division of the Driver and Vehicle Licensing Centre — *Editor.*

Introduction

In a large organisation, the management of change is difficult enough even when factors are favourable. Many inter-linked procedures have to be reviewed and new ones devised. Forms and instructions have to be drafted, reproduced in large numbers and often distributed widely. Staff must be adequately trained in new methods. In addition, when a system is computer supported, programs have to be re-specified, coded and tested. The entire new combined clerical and computer systems have to be adequately tested before implementation. These complexities are compounded when staff, who may be required to change their working methods, are unconvinced about the likely benefits and may even be hostile to the proposals. Fear of the unknown is an inhibiting factor. Scepticism about the nature or scale of the forecast benefits is natural, but healthy and beneficial if it leads to constructive re-appraisal of the weaker aspects of a scheme. All these reactions were observed at the Driver and Vehicle Licensing Centre (DVLC) at the end of 1975 when it was proposed to try to simplify the application form for renewal of a vehicle excise licence and the related DVLC procedures. The following paragraphs indicate how the doubts about, and even resistance to, the proposals were overcome and how criticisms led to positive advantages.

The problem to be solved

DVLC maintains a computer record of all vehicles registered in Great Britain and updates it by reference to vehicle licences issued and changes of particulars of vehicles and the names and addresses of registered keepers of vehicles. Each year about 30 m vehicle licences are issued and about 8 m changes of particulars of vehicle or keeper are notified. Changes of vehicle or keeper require DVLC to produce a new vehicle registration document, the old one being surrendered with the notification of change. About 60 per cent of notifications of change are made at the time of relicensing a vehicle.

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Shortly before the expiry of a vehicle licence, a computer produced reminder (form V11) is sent to the registered keeper, who may use the reminder as a simple form of application to renew the licence, either at a post office or local vehicle licensing office. The system provided that form V11 could only be used if there had been no change to the vehicle particulars, name and address of registered keeper, or taxation class (based upon use) of the vehicle. In cases where form V11 could not be used or for any reason was simply not received, the applicant had to obtain, from a post office or local vehicle licensing office, a form V10. The form V10 could be used to apply for a vehicle licence and also to declare a change of particulars of the vehicle or its registered keeper. This one form had replaced several different forms in use in the pre-computer era. It was expected that it would be more convenient for the public, when changing a motor vehicle and relicensing it, to complete a single form rather than two separate forms and that a single computer input document would be a more efficient and expeditious way of dealing with the transactions at the new centralised computer centre planned for Swansea. The completed form had to be taken or sent to one of 81 local vehicle licensing offices. It was considered too complex to be handled at a post office counter.

The use of form V10 was, therefore, manifold. It could be a simple application for a new licence (2½ m annually), it could be used to notify a change of particulars of keeper or vehicle without applying for a licence (300,000 annually) or it could fulfil the combined function of licence application and notification of changes (5 m annually).

In practice the handling of the form V10 at DVLC posed problems. As a keying document for computer input it was unsatisfactory, insofar as keying data were unavoidably present on both sides of the form. For the purposes of microfilming (all applications to DVLC are microfilmed and later destroyed) it suffered from the disadvantage of having an additional supporting document (the old registration document which also needed to be filmed) attached in two out of every three cases, ie 5 m annually.

Mistakes made by the public completing the form and by local office and DVLC staff examining, coding, microfilming and keying it, although proportionally few nevertheless amounted to a considerable workload because of the very large number of transactions. There was also the intangible factor of the public's dissatisfaction when their application took longer to deal with than expected. In the early days of DVLC's operation, business was growing faster than the capacity to handle it and it became imperative to find ways of modifying procedures with the joint aims of improving service and effecting economies in the use of scarce resources of staff and accommodation. Accordingly, a small team, led by an SEO, was appointed from the Vehicles Systems Branch to conduct a study and to make recommendations.

The proposed solution

The Study Team began work in January 1976 and, after widespread consultations with branches and staff from the operations areas, produced a report and recommendations in August 1976, of which a copy was sent to the Staff Side.

The recommendations were based on the recognition that there were two closely related but quite distinct transactions; ie licensing a motor vehicle and changing the registration particulars of a motor vehicle. The transactions were relatively simple individually, but more complex when in combination. It was proposed that licensing transactions and registration transactions should be separated by using separate forms handled independently at all stages of processing. A new simple licence renewal application form was designed and the registration document re-designed so that any change to registration particulars (requiring the issue of a new registration document) should be reported using a form incorporated on the reverse of the registration document itself.

The relative simplicity of the separate transactions was expected to lead to a significant reduction in clerical examination, editing and coding, a speedier passage through the computer input keying stage and a reduction of errors at clerical, keying and computer processing stages. In addition, the separation of transactions meant that registration changes would not be delayed while licensing queries were being resolved and vice versa. The accuracy of the record would often be improved.

The Study Team calculated that these procedural changes, modest enough in themselves, could when applied to DVLC's large volume of business lead to savings in the region of 200 staff, speed-up the updating of records and ensure quicker despatch of registration documents to the public.

Formal senior management approval to implement the proposals was given in August 1977. The proposals attracted the collective title 'Simplification' despite misgivings in some quarters that the name implied a rather more ambitious project than was intended.

Reactions by managers

The initial reactions to the proposals by the managers who would be responsible for running the new procedures were interesting. Not a single one was enthusiastically in favour. Opinion was fairly evenly divided between those who were sceptical about the benefits obtainable, doubting whether the upheaval was worth while, and those who thought the change would be retrograde.

Among specific objections voiced were that staff savings were likely to be small—between 30 and 50. Others said that the initial reason for the

study, ie workload exceeding capacity, had disappeared with greater efficiency.

A fairly widespread opinion held was that the scheme looked all right, but we might have got it wrong or yet encounter some unforeseen snag. Some even thought that more errors would be made instead of fewer. In addition, there were justified criticisms that the time-table omitted any reference to staff training, that some of the activities had been under-estimated and of the date suggested for implementation.

From those unpromising reactions it was possible to produce an implementation scheme which overcame fears while, at the same time, reaping benefit from constructive criticism and the wide range of knowledge and experience available throughout the organisation.

The implementation scheme

It was decided at the outset that there would be Simplification Progress Meetings (which the author had the 'pleasure' of chairing) of the managers of all the branches concerned. The first meeting took place on 7 October 1977 and subsequent meetings were held about once a month.

The benefits of these meetings became apparent very quickly. All people involved with the project got regular and accurate information. Questions were asked and answered quickly. Doubts based on ignorance and misunderstanding were dispelled. Objections were brought out into the open and resolved round the table. Errors and omissions in the plan were highlighted and action to resolve them was agreed. The regular meetings also provided a salutary discipline insofar as people were required to report progress, or justify lack of it, at frequent intervals.

A pilot scheme before nationwide implementation was decided upon. Although the pilot scheme in no way detracted from our full commitment and there was no turning back, the operation of new procedures, on a small, easily manageable and comprehensible scale, with ability to make small improvements in the light of experience, served to reassure the more cautious participants and those who were most apprehensive about the effects of the new system.

A training plan was devised to reach 1,600 staff in 81 offices scattered throughout the country. A series of twenty-six one-and-a-half-day courses was mounted at regional centres. About 400 staff were covered in this way. Those who attended the course were provided with material to take back to their offices for the desk training of those who did not attend. Two additional important features were incorporated. First, channels were established to communicate views and counter-proposals from the students to the planning branches. That some of these suggestions were acted upon generated a sense of participation among staff which led to better motivation and goodwill. Secondly, the training programme

deliberately allowed for a concluding series of refresher courses to cover the small changes which were made during the training period, including those adopted from suggestions made by the students themselves. Twenty-three revision courses were held, attended by about 250 staff.

The benefits of involving the public in the preparations were not overlooked. The application forms to be completed by the public were submitted to psychologists of the Medical Research Council who were able to contribute a number of valuable suggestions. In addition, a Market Research Bureau was employed to try out the forms on a cross-section of the public. Their report was taken into account in forms design. One must always bear in mind, however, that expert opinions may conflict. Experts, useful or indispensable as they may be, do not relieve the project manager of his duty to exercise judgement.

The pilot scheme started on 20 November 1978. The new proposals were accepted nationwide on 18 January 1979. On those dates, we were as confident of success as one could ever be having done all the ground work and preparation thoroughly. However, there were still some sceptics who remained unconvinced that fine theories would be translated into practice. To reassure these people, we were able to point to a monitoring system which was being devised.

Planning staff went out to local offices to see work being received and to deal with any questions arising. Other staff were assigned to check the quality of work received from local offices and the accuracy of the vehicle record after updating by the new transactions. By these means early teething troubles, which were few, were quickly identified and rectified.

Assessment of results

This review of the 'Simplification' exercise was undertaken one year after the new forms and procedures came into force. The general opinion prevailing throughout DVLC and the local offices is that the exercise was well worth while. Transfer to the new procedures was effected smoothly. There has been a total absence of public criticism and the general public have, in fact, apparently been unaware of any change in procedures. Staff in local offices whose job it is to deal with applicants face-to-face are particularly satisfied with the new arrangements.

Splitting the complicated transactions into simple transactions led to a reduction in error rates. In January 1979, the computer reject rate for a vehicle re-licensing transaction was 6½ per cent. It is now below 2 per cent. In that same period, the computer reject rate for changes notified on the registration document has remained around 2·3 per cent even though the new-style document can now be used to notify all changes, whereas the old-style document was confined to name and address changes only. The computer-reject rate for notifications of change of vehicle particulars,

which in January 1979 was a staggering 25 per cent, is now down to 5½ per cent using the new forms. This improved accuracy is reflected in the quality of service to the public. All applicants notifying a change of address or vehicle ownership now receive a new registration document one or two days more quickly. Expressed in another way, in January 1979 DVLC was able to despatch 88 per cent of new registration documents within ten working days. One year later the corresponding figure for ten working days averaged 96 per cent and was often higher.

It is impossible to quantify in resource terms the benefits wholly attributable to 'Simplification'. Throughout its introduction other systems studies and O & M assignments produced developments which contributed to resource savings. But evidence of the benefit of such studies including the Simplification exercise can be derived from the fact that the staff in the Driver and Vehicle Licensing Organisation in January 1979 was 7,200; a year later it was 6,678.

Conclusions

DVLC's experience in implementing 'Simplification' revealed no new concepts. Most people will be able to recognise what was done as simple common sense, but the experience does show that common sense works and it is possible to distil from this experience a set of guidelines which may be useful to those who hope to avoid pitfalls which lie in wait for the unwary.

First, the assignment officer should be prepared to back his own judgement of what he believes to be basically sound. He should not allow himself to be deflected by adverse criticism. He should be prepared to modify ideas or even do an about-turn, but only after full discussion and reasoned argument. He must not be misled, however, by people's willingness to talk and co-operate in the very early stages of a study when there is no immediate prospect of action. Attitudes may change when there is a need actually to do something.

Planners should not under-estimate the time it takes to get decisions. Ministers and senior managers are busy people. They have many different things to deal with according to their own priorities and it is not always possible for them to respond immediately to one's own particular pet subject. This 'Simplification' work took exactly three years from the start of the initial study to full implementation. Although these times are not to be taken as average times, they are by no means untypical. Any responsible project planner should include in his timetable a realistic allowance for time to be spent awaiting decisions.

As many people as possible should be concerned in planning and implementation. This overcomes objections based on fear and ignorance. It also taps new reserves of ideas and ingenuity which may improve the

original scheme. Training courses offer opportunities of involving many more people. The courses should be two-way affairs incorporating provision for feed-back of students' contributions to the planners. This dialogue may well result in systems changes. Therefore, some room has to be provided in the timetable for revision courses.

It is sensible to start new procedures through a small-scale pilot scheme. Not least among the benefits is that it will help win people's confidence, especially when they have some say in the shape and scale of the pilot scheme.

The real die-hards, for whom only seeing is believing, can be reassured by the provision of a post-implementation monitoring system which has been well thought out, and which should be allowed to run until confidence in the new procedures is complete.

Regular and frequent progress meetings are invaluable. They put pressure on people to make progress. Above all, action which is agreed collectively is more likely to be acceptable than a party line which is rigidly imposed.

An Outside View of Department of Trade Forms

J M Clifford

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When in August 1979 the Secretary of State for Trade commissioned consultants Peat, Marwick, Mitchell & Co and Economists Advisory Group Ltd to carry out a review of his Department's 'administrative' forms, he was breaking new ground. Those in Management Services in all government departments will be only too well aware of the interest which departmental forms generate both inside and outside departments, but this was the first time that outside experts had been called in to look at official forms. With the exception of statistical forms which were the subject of quite separate investigation, the review was to cover all the forms which the Department sent out to industry and commerce, with a view to reducing the burden they imposed on the business community, especially the small businessman. The review came at a particularly apposite time. An internal study prompted by ministerial concern in 1978 had revealed only modest scope for improvement, a view which might well have been seen by outsiders as a bureaucratic cover-up! A fresh perspective was therefore seen as a sensible means of allaying these fears, and more importantly, revealing ways of effecting substantial improvements to the forms. The choice of a mixed consultancy team taken from two firms was in itself unusual, but it was felt that this arrangement offered the best mix of consulting experience and value for money. Early on it was clear that to retain the independence of the review the Department's own Management Services Unit should take no direct part in it, and a liaison officer was therefore appointed whose sole job was to arrange introductions and generally help the three full-time consultants find their way around the Department. The review was divided into three main parts: the first comprising a thorough scrutiny of all the forms sent out to business people, and the preparation where appropriate of suggested redesigns of forms; the second part consisting of detailed discussions with divisions sponsoring these forms, followed by any

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modifications necessary in the light of these talks; and finally a survey among recipients of Department of Trade forms.

The first step was to call in copies of every 'administrative' form and to obtain best estimates of annual usages from sponsoring divisions. By the time the consultants started work it had been established that some 500 forms were issued to industry and commerce with a total annual usage of nearly 3 m copies. It was clear from these figures that in the three months allocated for the study it was impossible to review every form in detail, and the consultants decided to concentrate on the most heavily used ones. This meant, for example, that in the case of our Companies Division, responsible for the administration of the Companies Acts, out of a total of 112 forms and 1½ m copies issued annually, only twenty were examined in detail which accounted for all but 100,000 of the numbers issued. In the course of the review the consultants looked in detail at a total of 171 forms accounting for over 2½ m copies issued annually.

The basic philosophy adopted was to look at each form with a view to making it simple enough to be completed by the average small businessman 'over his kitchen table' without the services of an accountant or other specialist. The redesigns the consultants produced were discussed with senior officials in the divisions concerned, and after some at times hard bargaining, a revised format which it was felt was shorter and easier to complete was usually agreed. These discussions sometimes included a representative of the Department's Solicitors Branch where the consultants felt it was necessary to reduce what they called 'legalese': ie necessary instructions or notes couched in legal terminology which might well confuse an unfortunate recipient.

The consultants also canvassed their extensive range of contacts in the business community for views on the standard of Department of Trade forms, what problems they caused, and where they could be improved. In all forty-two outside bodies were approached, and one of them, the Forum of Private Business Ltd, undertook a poll among its membership on behalf of the consultants. As a result of the wide press coverage given to the announcement of the review, the consultants also received a number of letters and telephone calls about our forms, but by and large the general public's response to the exercise was low. However, as far as we were concerned this was an unusual opportunity to get frank views from businessmen through an independently organised survey, even though we might not have liked what we were told. It was all the more satisfying therefore when the results revealed a pretty encouraging picture. On a sample of 2,970, 85 per cent of respondents said that they had no complaint about the forms concerned, and overall the consultants concluded that our forms did not in themselves constitute a significant burden on the public, and were far less resented than those of some other government departments.

Recommendations

In all the consultants made recommendations for seventy-nine major improvements in forms design, layout, content and wording, and produced guidelines for forms design which are shown in the Appendix. In addition they recommended the strengthening of our Forms Control Unit which then consisted of an EO and a CO; that the importance of forms design should be emphasised by the continuous support and sponsorship of the Permanent Secretary; that the design and layout of the Department's forms should be automatically reviewed before being reprinted; and that where a form needed to be specified in detail by legislation, this should be done by Statutory Instrument rather than a Schedule to an Act, thus making it somewhat easier to subsequently amend the form. All of these general recommendations were accepted and we now have an additional EO forms designer and submit annual reports to the Permanent Secretary on the work of the Unit.

As for the changes to the forms themselves, the consultants recommended changes to seventy-five, representing 34 per cent by number and 84 per cent by volume. For ninety-six of the forms examined no changes were recommended. The improvements to about half the forms where change was recommended were accepted immediately by management in sponsoring divisions, whilst the proposed amendments to twenty forms accounting for about 120,000 copies issued annually were rejected. The remainder were to be considered further since in a number of instances amending the forms, some of which had recently been introduced, would have required legislative changes or we wanted time to consult fully with representatives of the recipients before coming to firm conclusions.

The only recommendation which we did not take up in whole or in part was one which suggested that a voluntary statement could be added to our forms asking recipients to say how long it had taken them to complete a form, including time to gather information. After considering carefully the possible benefits and disadvantages arising from the suggestion it was decided that it would probably be a cause of irritation to recipients.

Impact of study

What were the other major changes and lessons to be drawn from this new approach? To start with, the most immediate impact was felt in the Forms Control Unit where the volume of work increased significantly as a result of new instructions issued giving effect to the recommendation to review all forms before reprinting. We have in fact included all forms used for purely internal administrative purposes in these instructions, which has revealed a number of forms of which the Forms Control Unit was not previously aware. We believe this has, in turn, helped us to improve our awareness of forms throughout the Department, and indeed our control over their

number and contents. On the other side of the coin, the impetus created by the study has, without doubt, increased the awareness of forms control and the need for effective design at all levels in the Department, with the result that the Forms Control Unit now receives considerably more requests for help than in the past.

The conflict between the administrative needs of the Department and the requirements of businessmen receiving forms was also well illustrated in the discussions the consultants held with officials. Since they put themselves in the place of the businessman, the consultants sometimes took a very different view from officials. There is, of course, no easy answer to this dilemma, but perhaps one of the most valuable benefits of using outside consultants was the freshness of approach, and the knowledge of the other side's problems which they brought to bear. This is something which arguably even departmental management services staff, albeit trained to be independent and objective, are unable to emulate to the same degree as outsiders.

Overall, the exercise was valuable in both pointing the way to improving the design of our forms and confirming that they were not a cause for major criticism from recipients. As the Forms Control Unit provides a common service to both the Departments of Industry and Trade, the new forms review procedures have also been accepted in the Department of Industry. We have furthermore stuck to our basic philosophy, which the consultants felt was sound, of making sponsoring divisions responsible for the initial design of new forms, and the first stages of subsequent regular reviews of forms emanating from them. For the future we shall be seeking to maintain the impetus which the consultants' report provided and striving to make sure that we do not become one of the 'bad boys' in this sometimes difficult and challenging area.

Footnote

An interdepartmental review of administrative forms is currently under way. Its aim is to reduce the burden of forms on businesses and members of the public; to make necessary forms more intelligible; and to ensure that all departments have effective arrangements for controlling the issue of forms and for reviewing existing ones. The review will make use of previous work in this field such as that undertaken by the Department of Trade.

Departmental teams will report to their Ministers and Sir Derek Rayner. A report on the review and its findings will be made to the Prime Minister and the Lord President of the Council in the early autumn.

APPENDIX

Suggested Guide Lines for Forms Design

(E = essential, R = recommended)

Purpose

- Ensure that the form in question is necessary. E

Placing of notes, instructions and legends

- Print essential notes and instructions boldly at the beginning to catch the eye. Make instructions simple and clear; if necessary state when the form is or is *not* to be used. Specify other documents which must accompany the form. E
- Make legends/descriptions of entries also serve as instructions on how to complete. R
- Be discriminating in placing legends; inside an entry box saves vertical space and ensures that correct box is used, outside a box wastes vertical space but gives a less 'mechanical' appearance and gives the filler-up more writing space. R
- If reference to amplifying notes is necessary, specify the relevant note adjacent to the legend or entry box. E

Identification

- Print the form reference in the top right corner; include an issue date or revision number in the printing reference (bottom left corner?). E
- State the return address (in window spacing where appropriate). E
- Give telephone and telex numbers for enquiries where appropriate. R
- Under the heading title, refer to the relevant legislation using small print and simple words. E
- If space allows and the function is not impeded use crests plus insignia, etc, for good appearance. R
- Always include an optional box for the filler-up to record his 'time to complete'. [Not accepted—see page 103] E

Language

- Use English and avoid legalese. E
- Keep sentences short; avoid conditional or branching sentences; avoid double negatives, include the basic courtesies. E
- Where appropriate include a clear statement of penalties for false statements. R

Mechanics

Layout

- Provide adequate margins for binding, check notes, calculations, etc. E
- Minimise the need to write by using preprinting, alternatives, boxes, ticked entries, etc, whenever practical. R
- Vertical spacings to be ¼ inch for completion, typed and hand-written. E
- Sample the actual written entries on completed forms, and try to arrange the size and layout to accommodate 95 per cent of returns on the ONE form. R
- Minimise the need to use continuation sheets. If these are unavoidable, provide a box for the applicant to indicate the number of continuation sheets used. E
- Incorporate pre-printed return addresses in window boxes where appropriate. R

Copies

- No more than two copies should ever be required from the sender. If two or more are necessary, provide for the second copy by inserted carbon, coated copy paper or spot carbon; and state in the heading instructions that photo copies are acceptable. R
- If photo copies are acceptable, state clearly in the heading instructions if they need to be separately signed. E

Paper

- Use international standard 'A' sizes. R
- Paper weight should not be less than 70 gsm; surfaces should accept all pen inks without ghosting, blurring or 'offset-in-reverse' printing on to adjacent sheets. E

Printing

- Use a sans serif face; preferably standardise on one family (eg Companies Record Office 'Univers'?). E
- Make extensive use of lower case throughout the form. R
- Avoid punctuation marks unless required for comprehension. R

Machinery of Government Changes during 1980

The allocation of Ministerial responsibilities

During 1980 there were no major changes in the machinery of government. Seven transfers of Ministerial responsibility took place, some under a statutory procedure and others by administrative methods.

The transfers were as follows:

(a) Ministerial responsibility for policy on **Fairground Safety** was transferred to the Secretary of State for Employment from the Home Secretary (in England and Wales) and the Secretary of State for Scotland (in Scotland). The ceding Ministers had taken the lead previously because of their traditional responsibility for miscellaneous safety matters in which no other Minister had a major interest. The Health and Safety at Work Act 1974 had, however, given the Health and Safety Executive both statutory responsibility and powers to investigate fairground accidents. The transfer therefore united specific Ministerial responsibility for this subject with the general responsibility which the Secretary of State for Employment carries for the Health and Safety Executive. The transfer was announced by the Home Secretary on 20 March 1980 and was effected administratively on the same date.

(b) Ministerial responsibility for the Palace of **Holyroodhouse** was transferred from the Secretary of State for the Environment to the Secretary of State for Scotland (who had had responsibility for ancient monuments in Scotland except the Palace of Holyroodhouse since April 1978). The transfer was effected administratively and took place on 1 April 1980 following an announcement by the Secretary of State for Scotland on that date.

(c) Under the National Heritage Act 1980, Ministerial responsibility for the **acceptance of land and objects in satisfaction of capital gains tax** was transferred from the Treasury to the Secretary of State for the Environment and the Chancellor of the Duchy of Lancaster (in his capacity as Minister for the Arts).

(d) Ministerial responsibility for **State Pathologists in Northern Ireland** was transferred from the Lord Chancellor to the Secretary of State for Northern Ireland by the Criminal Justice (Northern Ireland) Order 1980, SI 1980/704 (NI16), which came into operation on 22 June 1980. The Judicature (Northern Ireland) Act 1978, which transferred responsibility for Coroners' Courts in Northern Ireland to the Lord Chancellor, had

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unintentionally transferred responsibility for State Pathologists as well.

(e) The Prime Minister announced on 17 March 1980 that Ministerial responsibility for **Criminal Legal Aid** in England and Wales would be transferred from the Home Secretary to the Lord Chancellor, in accordance with a recommendation by the Royal Commission on Legal Services (Cmnd 7648) together with responsibility for costs in criminal cases. (The Lord Chancellor already had responsibility in England and Wales for civil legal aid.) The transfer of these functions was effected by the Transfer of Functions (Legal Aid in Criminal Proceedings and Costs in Criminal Cases) Order 1980 (SI 1980/705) which came into operation on 1 July 1980. In the light of another recommendation by the Royal Commission on Legal Services, the Prime Minister also said in her statement that it was intended, when administratively possible, to transfer responsibility for **civil and criminal legal aid** in Northern Ireland from the Secretary of State for Northern Ireland to the Lord Chancellor.

(f) A further transfer concerned responsibilities for **occupational safety offshore**. This followed the report of the Committee on Offshore Safety chaired by Dr J H Burgoyne (Cmnd 7866), which recommended that the Government should discharge its responsibilities for offshore safety through a single agency; the Committee was divided on which Department should be responsible, but the majority favoured the Department of Energy. In the Government's response to the Committee, laid before Parliament on 6 November, it was announced that the Secretary of State for Energy would take over from the Secretary of State for Employment the latter's responsibilities for occupational health and safety offshore under the Health and Safety at Work etc Act 1974. In discharging this reponsibility, the Secretary of State for Energy will be advised on policy matters by the Health and Safety Commission, who will look in turn for advice to the Petroleum Engineering Division (PED) of the Department of Energy. The role of the Commission has been extended to include advice on structural safety and safeguards against fires, blow-outs and other operating emergencies offshore (matters on which advice has previously been given to Ministers directly by PED). These changes were effected administratively in February 1981.

(g) Ministerial responsibility for **Fuel Consumption Testing** and related publicity was transferred from the Secretary of State for Energy to the Minister of Transport (now the Secretary of State) by the Transfer of Functions (Passenger Car Fuel Consumption Tests) Order 1980 (SI 1980/1719) which came into operation on 11 December 1980. The Secretary of State for Energy announced on 19 December 1980 that **Publicity on Fuel Conservation** generally would also be transferred

to the Minister of Transport. Transfer was effected administratively. These transfers reflect the Government's policy that departments should take the lead on energy conservation within their own areas of responsibility.

Other noteworthy changes

Three other changes are worth noting in relation to Ministerial powers or the work of Government departments:

(a) The **Price Commission** was legally wound up by Section 1 of the Competition Act which came into effect on 12 August 1980. The Act also gave the Secretary of State for Trade new powers. The Secretary of State may now direct the **Director General of Fair Trading** to investigate prices which are of major public concern. He may also direct the **Monopolies and Mergers Commission** to investigate certain questions about the operation of the nationalised industries and other public bodies. The Director General of Fair Trading was also empowered to carry out preliminary investigations into anti-competitive practices and in certain circumstances subsequently to refer them to the Monopolies and Mergers Commission.

(b) On 1 April 1980 the **National Debt Office** (NDO), the main function of which is the investment of major Government funds, and the **Public Works Loan Board** (PWLB), which makes loans to local authorities, were brought together to form the **National Investment and Loans Office.** However the NDO and the PWLB remain separate statutory bodies and their legal responsibilities are unaffected. The merger involved the unification of common services and staff; its purpose was to achieve greater economy and efficiency. Legislation was not required and the new arrangements were announced by the Financial Secretary to the Treasury on 25 March 1980.

(c) The **HMSO Trading Fund Order** 1980 (SI 1980/456) provided for the financing of the operations of Her Majesty's Stationery Office by means of a trading fund instead of by means of annual Votes and appropriations. The trading fund was established on 1 April 1980 and HMSO services are now provided to Government departments on a repayment basis rather than as allied services funded from the Vote for Stationery and Printing.

Departmental Select Committees

Following recommendations in the First Report from the Select Committee on Procedure, Session 1977–78, the House of Commons approved on 25 June 1979 a motion proposing the appointment of twelve **Departmental Select Committees.** Two others, for Scottish and Welsh Affairs, were

subsequently appointed. Though some initial meetings were held in late 1979, the Select Committees did not get into full swing until early in 1980. The terms of reference for the Committees are 'to examine the expenditure, administration and policy' of the departments concerned and 'associated public bodies'. Subject to the authority of the House, the interpretation of the terms of reference is a matter for the Committees themselves.

The fourteen Select Committees cover the work of departments in the following areas: Agriculture; Defence; Education, Science and the Arts; Employment; Energy; Environment; Foreign Affairs; Home Affairs; Industry and Trade; Social Services; Transport; Treasury and the Civil Service; Welsh Affairs; and Scottish Affairs.

During 1980 these new Select Committees undertook a wide range of investigations and inquiries, some of which were still proceeding at the end of the year. By mid-November 1980, the Committees had published in total about fifty reports on, for example, draft codes of practice on picketing and the closed shop, the Olympic Games, Soviet intervention in Afghanistan, race relations and the 'Sus' Law, death in police custody, pre-natal and neo-natal mortality, monetary control and Civil Service manpower.

Privatisation

Ministers have been considering the possibility of introducing private capital into certain enterprises hitherto undertaken wholly in the public sector. Legislation was passed to provide for the 'privatisation' of British Airways (Civil Aviation Act 1980), British Aerospace (British Aerospace Act 1980) and the National Freight Corporation (Transport Act 1980). The British Aerospace Company and National Freight Company were subsequently set up under the Companies Acts; at the end of the year all their share capital was held by the Secretary of State for Industry and the Minister of Transport respectively. Ministers still intend to establish a similar arrangement for British Airways.

Non-departmental public bodies

On 3 December 1980 the Prime Minister announced a series of decisions about those non-departmental public bodies which were still under review when the Report on Non-Departmental Public Bodies (Cmnd 7797) was published in January 1980. These decisions will lead to a net further reduction of twenty-eight in the number of executive bodies (listed in Annexes A and B) and of 164 in the number of advisory and judicial bodies. The resulting savings, taken together with reductions in the expenditure of other bodies which have been reviewed, are expected to reach over £11 m a year by 1983/84.

This brings to 436 the total number of bodies to be wound up as a result of the review; overall savings will approach £23 m a year by 1983/84.

In her announcement the Prime Minister reiterated the Government's intention to 'keep all existing bodies under regular scrutiny' and to 'keep under close control the money which the Government spends on them'. She also said that the Government would be robust in resisting pressure to create new bodies.

Organisations which were established or for which provision was made during 1980

The following paragraphs describe the new executive bodies established or provided for in 1980, together with one of the new advisory bodies.

The Broadcasting Act 1980 provided for the establishment of the **Broadcasting Complaints Commission** and the **Welsh Fourth Channel Authority.** The Broadcasting Complaints Commission will adjudicate on complaints of unjust or unfair treatment in radio or television programmes. It will also look at allegations of infringement of privacy either in the programmes themselves or in the methods of obtaining material for them. The Commission will consist of not less than three members, appointed by the Home Secretary, and is due to be set up during the first half of 1981. The Welsh Fourth Channel Authority will provide the Independent Broadcasting Authority with television programmes and schedules broadcast on the new Fourth Channel in Wales. A substantial proportion of the programmes broadcast on the channel will be in the Welsh language, and programmes broadcast between 6.30 pm and 10 pm will be mainly in Welsh. The Welsh Fourth Channel Authority will consist of a Chairman and four members appointed by the Home Secretary. It was set up on 22 January 1981, following an announcement on the same day by the Home Secretary.

The Police Negotiating Board Act 1980 made provision for the **Police Negotiating Board,** which had been operating administratively since July 1979 and which replaced the Police Council. The arrangements were described in more detail in last year's article.

The National Heritage Act 1980 established the **National Heritage Memorial Fund** in succession to the National Land Fund. The Trustees of the Fund consist of the Chairman and not more than 10 members. They are appointed by the Prime Minister and represent all parts of the United Kingdom. In April Lord Charteris was appointed as the first Chairman. The Fund provides financial assistance towards certain non-profit-making bodies in the United Kingdom for the acquisition, maintenance and preservation of land, buildings and objects which are of outstanding interest and importance to the National Heritage.

The Local Government, Planning and Land Act 1980 provided for the establishment by Order of **Urban Development Corporations** whose object would be to secure the regeneration of designated urban development areas. Urban Development Corporations for **Merseyside** and the **London Docklands** have been operating in shadow since February 1980 funded by the Department of the Environment. It is hoped that these two Corporations will be formally established by Order during the first half of 1981. The Act gives the Urban Development Corporations, which are modelled on new town development corporations, wide powers to bring land and buildings into effective use and to encourage the development of existing and new industry and commerce. The Chairman, Deputy Chairman and between 5 and 11 members are to be appointed by the Secretary of State for the Environment. By contrast with the designation process for new towns, which involves a public local inquiry in the case of objections, the establishment of Urban Development Corporations is through a hybrid instruments procedure which allows objectors with *locus standi* to petition the House of Lords and to be heard by a Select Committee of the Upper House which then reports to Parliament before the debates on the Orders.

Provision was made in the Nurses, Midwives and Health Visitors Act 1979 for the establishment of a **UK Central Council for Nursing, Midwifery and Health Visiting** and for **National Boards for England, Scotland, Wales** and **Northern Ireland.** The new bodies will be concerned with the regulation of the professions and the promotion and provision of training. The Central Council was set up on 1 November and four Area Boards on 15 September 1980. They will eventually replace nine existing bodies listed in Annex B. The UK Central Council consists at present of 33 members (including its Chairman) who are appointed by the UK Health Ministers. The National Boards each consist of 20 members appointed by the appropriate Health Minister and each Board nominates five members to serve on the UK Central Council. Eventually a majority of the National Boards will be elected by the Professions.

The Social Security Act 1980 provided for the establishment of the **Social Security Advisory Committee** to replace the National Insurance Advisory Committee and the Supplementary Benefit Commissions of Great Britain and of Northern Ireland, all of which were abolished by the Act. The new body was set up on 24 November 1980 and is the main advisory body for almost the whole range of social security benefits in the UK. The Chairman and between 8 and 11 members are appointed by the Secretary of State for Social Services. Two of the members are appointed after consultation with employer and employee interests and a third after consultation with the Head of the Department of Health and Social Services in Northern Ireland.

On 7 August 1980 the Secretary of State for Industry announced the Government's decision to set up a new chartered body, subsequently given the name of the **Engineering Council.** This followed the Report 'Engineering our Future' (Cmnd 7794) of the Committee chaired by Sir Monty Finniston. The Council is intended to be a focal point in developing the formation of chartered engineers, technician engineers and technicians, through bringing together representatives of employers, professional engineers and the academic world. For an initial period of three years the Secretary of State for Industry will appoint the members of the Council and will be involved in other ways; after that time it is intended that the Council will operate independently. At the end of the year the Council had not yet been established.

The organisation of the central departments

In August 1980, the Prime Minister commissioned a small team of officials to prepare a factual and analytical report for her on the case for and against a merger of the two departments as compared with the present organisation. The team's report was published on 10 November ('The Integration of HM Treasury and the Civil Service Department', Report of the Study Team—Civil Service Department, October 1980).

The Treasury and Civil Service Committee also conducted an inquiry into whether the organisation of government at the centre was the best to ensure efficiency in the way in which Departments carried out their tasks. The Prime Minister welcomed the Committee's inquiry:

Four main options were suggested to the Committee in the course of their inquiry:

(a) to merge the Treasury and CSD into one department;

(b) to split the Treasury, merging its public expenditure control functions with the CSD, leaving the rest of the Treasury as a separate department;

(c) to split the CSD, transferring its manpower and management services divisions to the Treasury, leaving the rest of CSD as a separate department;

(d) to improve and strengthen the present arrangements.

On 11 December the Select Committee published their report. ('The Future of the Civil Service Department'. First Report from the Treasury and Civil Service Committee, Session 1980–81.) They concluded that the weight of argument was against merging the two departments or splitting the CSD. They considered, however, that changes were needed to improve the effectiveness of CSD, and that no decision should be taken to split the Treasury without deeper inquiry into the important issues which such a

course would raise, and they made a number of recommendations directed to that end.

On 29 January 1981, the Prime Minister announced that, after studying the report of the Select Committee, she had decided to strengthen and improve the existing organisation of CSD rather than to merge the two departments. A White Paper replying to the Select Committee's report was published on 12 February (Cmnd 8170).

The size and composition of the Government

Neither the size of the Cabinet (22) nor the total number of Ministers including Whips (106) changed during 1980. There was only one Ministerial change. On 23 September Lord Avon was made a Lord in Waiting (Government Whip) and spokesman in the House of Lords on Arts and Libraries, Environment and Transport. This followed the resignation of Lord Mowbray and Stourton earlier in the month.

For convenience, Annex C shows the Ministerial changes announced by the Prime Minister on 5 January 1981.

ANNEX A

Further Executive Bodies Involved in Winding up or Amalgamation

Industrial Relations Training Resource Centre	
New Town Development Corporations (11)	Target dates decided for first and second-generation corporations
Commission for New Towns New Towns Staff Commission Advisory Panel on Institutional Finance in New Towns	Abolition associated with winding up of Development Corporations
Northern Ireland Agricultural Trust	
NI Electricity Consumers Council NI Consumer Council NI Transport Users' Committee	To be amalgamated
NI Training School Management Boards (4)	The Boards' present functions will be discharged by one board
Governing Bodies of Colleges of Education in Scotland	Two to be wound up and one to be restructured
Scottish Horticultural Research Institute Scottish Society for Research in Plant Breeding	Amalgamated

ANNEX B

Nursing bodies to be replaced

General Nursing Council (England and Wales)
Central Midwives Board (England and Wales)
Joint Board for Clinical Nursing Studies
Panel of Assessors for District Nurse Training
Council for the Education and Training of Health Visitors
General Nursing Council for Scotland
Central Midwives Board (Scotland)
Committee for Clinical Nursing Studies (Scotland)
Northern Ireland Council for Nurses and Midwives

The new structure involves a UK Central Council for Nursing, Midwifery and Health Visiting and national boards in England, Wales, Scotland and Northern Ireland.

ANNEX C

Ministerial changes announced on 5 January 1981

Members of the Cabinet	Previous post	Present post
Rt Hon Francis Pym	Secretary of State for Defence	Chancellor of the Duchy of Lancaster, Paymaster General, and Leader of the House of Commons
Rt Hon John Nott	Secretary of State for Trade	Secretary of State for Defence
Rt Hon John Biffen	Chief Secretary to the Treasury	Secretary of State for Trade
Rt Hon Leon Brittan	Minister of State, Home Office	Chief Secretary to the Treasury
Rt Hon Norman Fowler	Minister of Transport	Secretary of State for Transport
Ministers not in the Cabinet		
Mr Patrick Mayhew	Parliamentary Under Secretary, Department of Employment	Minister of State, Home Office
Mr Hugh Rossi	Minister of State, Northern Ireland Office	Minister of State, Department of Health and Social Security (Minister for Social Security)
Mr Adam Butler	Minister of State, Department of Industry	Minister of State, Northern Ireland Office
Lord Trenchard	Minister of State, Department of Industry	Minister of State, Ministry of Defence
Mr Norman Tebbitt	Parliamentary Under Secretary, Department of Trade	Minister of State, Department of Industry
Rt Hon Paul Channon	Minister of State, Civil Service Department	Minister of State, Department of Education and Science (Minister for the Arts)
Mr Barney Hayhoe	Parliamentary Under Secretary, Ministry of Defence	Minister of State, Civil Service Department
Mr Kenneth Baker	None	Minister of State, Department of Industry
Parliamentary Under Secretaries		
Mr Giles Shaw	Parliamentary Under Secretary, Northern Ireland Office	Parliamentary Under Secretary, Department of the Environment
Mr David Mitchell	Parliamentary Under Secretary, Department of Industry	Parliamentary Under Secretary, Northern Ireland Office

ANNEX C (continued)

	Previous post	Present post
Mr Philip Goodhart	Parliamentary Under Secretary, Northern Ireland Office	Parliamentary Under Secretary, Ministry of Defence
Lord Trefgarne	Lord in Waiting (Government Whip)	Parliamentary Under Secretary, Department of Trade
Mr John Patten	None	Parliamentary Under Secretary, Northern Ireland Office
Mr Peter Morrison Mr David Waddington	Government Whips	Parliamentary Under Secretaries, Department of Employment
Mr John MacGregor	Government Whip	Parliamentary Under Secretary, Department of Industry

Other appointments

Mr Robert Boscawen Mr John Cope Mr John Wakenham	Assistant Government Whips	Government Whips
Mr Selwyn Gummer Mr Alistair Goodlad Mr David Thompson	None	Assistant Government Whips
Lord Skelmersdale	None	Lord in Waiting (Government Whip, House of Lords)

Ministers who left the Government

Rt Hon Norman St John Stevas	Chancellor of the Duchy of Lancaster, Leader of the House of Commons and Minister for the Arts
Rt Hon Sir Angus Maude	Paymaster General
Rt Hon Reg Prentice	Minister of State, Department of Health and Social Security
Lord Strathcona and Mount Royal	Minister of State, Ministry of Defence
Mr Marcus Fox	Parliamentary Under Secretary, Department of the Environment
Mr James Lester	Parliamentary Under Secretary, Department of Employment

Management Bookshelf

Accelerating Change in Office Systems

R B Barnard, Civil Service Department

Introduction

In her excellent article 'Keeping Informed on Office Technology' in the August 1979 issue of *Management Services in Government,* Bridget Howard drew attention to many of the ways in which to keep up to date with the fast-changing world of technology in the office. While all avenues then explored remain open today, more has been written since 1979 on aspects of 'The Office of the Future' than almost any other topic covered by *Management Services in Government.*

My purpose in this short article is to draw attention to some of the useful material which has recently become available. I cannot pretend to have read all that I touch upon from cover to cover, since to have done so would have prevented any productive work at all. Nevertheless, since part of my brief at work is to keep abreast of current practice and developments concerning management and organisation aspects of technology in the office, I need to have read widely.

Journals

Since so much is being written on office technology topics, it is essential to be selective. Bridget Howard, in the article to which I refer, recommended the use of abstracting services such as the National Computing Centre's *Computing Journal Abstracts* (fortnightly) and Anbar Management Publications *Work Study and O & M Abstracts* (eight a year). Much can be gleaned merely by reading the abstracts themselves but the request for supply of articles which might be of particular interest often brings great reward. Some journals reviewed are technical, with titles such as *Technology Review, EDP Industry Report* and, of course, *New Scientist*; others are managerial like *Computer Decisions* and *Computer Management* and yet others tend towards sectional interests within the office technology field, like *Word Processing Now.* To subscribe to every such journal would not only be expensive but would overpower the human capacity to assimilate detail, so the abstracting system is, in my view, essential.

Before leaving journals, it is worth noting that much in the information systems field stems from the USA and the preponderance of American

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journals bears this out. Leaving aside the strident, even trumpeting tone of some of these publications, much is portrayed there in advance of its arrival in the UK and one can possibly do better than merely keeping abreast as a result. May I recommend, in particular, *Word Processing and Information Systems* (monthly, Geyer-McAllister Publications, $30 a year), which in addition to featured articles, carries four regular columns entitled Managers Memo, Speaking Practically, WP Classroom and Letter from Europe, all of which are sound and always worth the read. A sister publication, edited in the UK, *The International Word Processing Report,* is a news-sheet also worth reading, again at monthly intervals.

Books

The British Computer Society Word Processing and Office Automation Specialist Group publish a periodic newsletter, a feature of which has recently been a series of book reviews in the office technology field by Roger Whitehead, one of the Group's committee members and an avid reader. Among the best buys, according to this source, would be: *The Microelectronics Revolution* by Tom Forester, an anthology of reports, papers and articles (1980, Basil Blackwell, £4·95, 589 pages); *Information Technology in the Office: the impact on women's jobs* by Dr Emma Bird, a 'lucid and readable account' of researches into the effects of WP on secretarial and clerical employment, with examples from current word processing users (1980, Equal Opportunities Commission, free); and *Viewdata: a public information utility* by Dr Adrian Stokes, which is, after two years, already in its second edition, and, says Whitehead, 'it looks as though a third edition is due' with the rapid developments in this field (1980, Gower Press, £12·50, 134 A4 pages). This last book would seem expensive but one could not go wrong with Emma Bird's book which has, as might be expected, caused something of a stir in the computer press.

Finally, may I personally recommend *The Office of the Future* by Uhlig, Farber and Bair (1980, North-Holland, £24·50). It is a textbook, and American, but for the present at least it's up to date, authoritative and fairly easy to read. Having read it from the library, it seemed a good idea to treat myself at Christmas with my own copy, but I do admit to wincing as I handed over my £25.

Management Consultants in Government

We have from time to time published lists of management consultancy assignments commissioned by government departments. The last such list, covering the calendar year 1979, appeared in the May 1980 edition of *Management Services in Government.*

A list of such assignments commissioned during the calendar year 1980 now follows. The list excludes:

(a) Computer consultancy (including assistance with computer systems and programming).

(b) The employment of consulting staff, whether on secondment from their firms or not, to augment departmental teams.

Advice to departments on the use of management consultants is given in *Code of Practice for the Use of Management Consultants by Government Departments* (Third Edition), copies of which may be obtained from Her Majesty's Stationery Office, price £2·10.

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Department	*Subject of assignment*	*Consultant used*
Agriculture, Fisheries and Food, Ministry of	Land Settlement Association scheme	PA Management Consultants Ltd
Civil Service Department	CS College Management Information arrangements	Peat, Marwick, Mitchell & Co
Defence, Ministry of	Self-financing productivity scheme at Clyde Submarine Base	PA Management Consultants Ltd
	Work measured incentive scheme for RNSD	PA Management Consultants Ltd
	Hazard and safety audit pilot study for ROF's	Creamer & Warner
	Long-term storage requirements in Portsmouth area	Atkins Planning
Environment, Department of the	Review of requirement for works transport in UKTO	Local Government Operational Research Unit
	Funding of Building Research Establishment	P-E Consulting Group Ltd
	Planning appeals system	Arthur Andersen & Co
	Pricing and service delivery for local environmental services	Coopers & Lybrand Associates Ltd
	Monitoring Enterprise Zones	Roger Tym and Partners
	Market served by Hydraulics Research Station	P-E Consulting Group Ltd
	Accounting and financial system and related studies for the London and Merseyside Dockland UDC	Coopers & Lybrand Associates Ltd
Health and Safety Executive	HSE telecommunication requirements	Communications Studies and Planning Ltd
Health and Social Security, Department of	Modelling hospitalisation rates and patient flows—a Gravity Model	Arthur Young Management Services
	Location of Social Security work	Logica Ltd
	Capacity of schools of nursing	Coopers & Lybrand Associates Ltd
	Further work on 'Balance of Care' study	Arthur Andersen & Co
Home Office	London taxi fare index study	Dixon Wilson & Co
Industry, Department of	Competitiveness of British and European textile industries	Werner Associates Inc

Department	*Subject of assignment*	*Consultant used*
Industry, Department of (continued)	Feasibility of Viewdata system in Department of Industry	PA Computer & Telecommunications Ltd
	Commercial exploitation of software systems	PA Computer & Telecommunications Ltd
	Future activity of British Calibration Service	Industrial Market Research Ltd
	Local authorities' building maintenance expenditure	Local Authorities Management Services and Computer Committee
	Feasibility of National Maritime Institute as independent entity	Inbucon Ltd
	Establishment of Terotechnology Information Centre	British Institute of Management
	Liberalisation of telecommunications network	Rofvale Ltd
	Future development of National Engineering Laboratory	PA Management Consultants Ltd
	Availability of UK manufactured telecommunications equipment components	BPA (Marketing & Management)
Ordnance Survey	Management information needs	Coopers & Lybrand Associates Ltd
Her Majesty's Stationery Office	Incentive bonus scheme at Harrow Press	Inbucon Ltd
	Survey of pay and conditions in printing and allied industries	PA Management Consultants Ltd
	Management accounting system	Binder Hamlyn Fry & Co
	Further work on publications distribution	PA Management Consultants Ltd
Trade, Department of	Cost effectiveness of British Railways' passenger rolling stock maintenance	A T Kearney & Co Ltd
	Cost effectiveness of British Railways' SE Region passenger rolling stock maintenance	Coopers & Lybrand Associates Ltd
	CEGB's investment appraisal methods	Coopers & Lybrand Associates Ltd
	Cost control study of manual workers' operations by selected water authorities	Urwick Orr & Partners Ltd
HM Treasury	Efficiency of prison industries	Arthur Young Management Services

New CSD Publications

This is a list of the documents recently issued by the Civil Service Department and its associated bodies. These items may be examined in the Central Management Library, Civil Service Department, Old Admiralty Building, Whitehall, London SW1A 2AZ. Unless otherwise stated, requests for copies should be sent to the Central Management Library, CSD, at the above address. HMSO publications may be ordered from PO Box 569, London SE1 9NH, from Government bookshops, or through any bookseller.

Civil Servants on the Move
2nd ed 1980; 19 pages; £0·50 (to non-government bodies). (Available to government departments from HMSO Supplies 1 Division, Bristol, on demand form SC-101, quoting form no. 28-2201)

Code of Practice for the Use of Management Consultants by Government Departments
HMSO; 3rd ed 1980; 15 pages; £2·10
ISBN 0 11 630434 0

The Future of the Civil Service Department: Government Observations on the First Report from the Treasury and Civil Service Committee 1980–81, HC 54
Cmnd 8170
HMSO; 1981; 8 pages; £1·40
ISBN 0 10 181700 2

Handbook for the New Civil Servant
New ed 1980; 46 pages; £1·00 (to non-government bodies). (Available to government departments from HMSO Supplies 1 Division, Bristol, on demand form SC-101, quoting form no. 28-2177)

The Integration of HM Treasury and the Civil Service Department: Report of the Study Team and Working Papers
1980; 2 vols; £1·40 (microfiche only)

Non-Departmental Public Bodies: Facts and Figures 1980
HMSO; 1981; 41 pages; £4·70
ISBN 0 11 630440 5

Operational Research: an Opportunity for Scientists in Management and Administration
1981; 12 pages; gratis

OR in Government Newsletter
No. 17 December 1980; 13 pages; gratis

Public Boards 1980. List of Members of Public Boards of a Commercial Character as at 1 December 1980
Cmnd 8114
HMSO; 1980; 29 pages; £3·60
ISBN 0 10 181140 3

Published by CSD 1968-1980: a Subject Guide to the Literature Issued by the Civil Service Department and Associated Bodies
1981; 23 pages; gratis

A Study of the CSSB Performance of Statistician Candidates 1974-1978 by S Paul
1980; 14 pages; gratis
Recruitment Research Unit Report no. 13

A Study of the CSSB Performance of Candidates for the Government Economic Service 1974-1978 by S Paul
1981; 19 pages; gratis
Recruitment Research Unit Report no. 14

Central Computer and Telecommunications Agency

CCTA News
Monthly; No. 1 March 1981; gratis
ISSN 0260-857X

Stand-Alone Word Processors: Report of Trials in UK Government Typing Pools 1979/80
1980; 34 pages plus appendices; gratis

Civil Service College

Decision Analysis by M Chapman
HMSO; 1981; 79 pages; £5·10
ISBN 0 11 630435 9
CSC Handbook no. 21

Law Reform: Summary of the Proceedings of a Seminar at the Civil Service College on 8–10 October 1980
1980; 25 pages; gratis
CSC Working Paper no. 26

The Review of the Supplementary Benefits: A Case Study by J Nixon
1980; 15 pages; gratis
CSC Working Paper no. 25

A selection of Courses and Seminars: Summer Term April-July 1981
1980; 2 pages; gratis

Civil Service Commission
Lawyers: Civil Service Careers
1980 (reprint); 32 pages; gratis
ISBN 0 903741 55 5

Published by CSD 1968-1980

Published by CSD 1968-1980 is a catalogue of the publications issued by the Civil Service Department from November 1968, when the Department was first set up, to December 1980. It is a 24-page survey, giving full details (including date of issue, availability, and price if any) of a wide range of reports, surveys and guidance material on all aspects of the management of people at work. The items in the list are arranged in broad subject categories, ranging from Accountancy to Welfare. The catalogue includes material published by the Central Computer Agency, the Civil Service College, the Civil Service Commission and various other bodies in the central public sector, as well as by CSD itself.

The catalogue may be obtained, without charge, from The Librarian, Central Management Library, Civil Service Department, Whitehall, London SW1A 2AZ.

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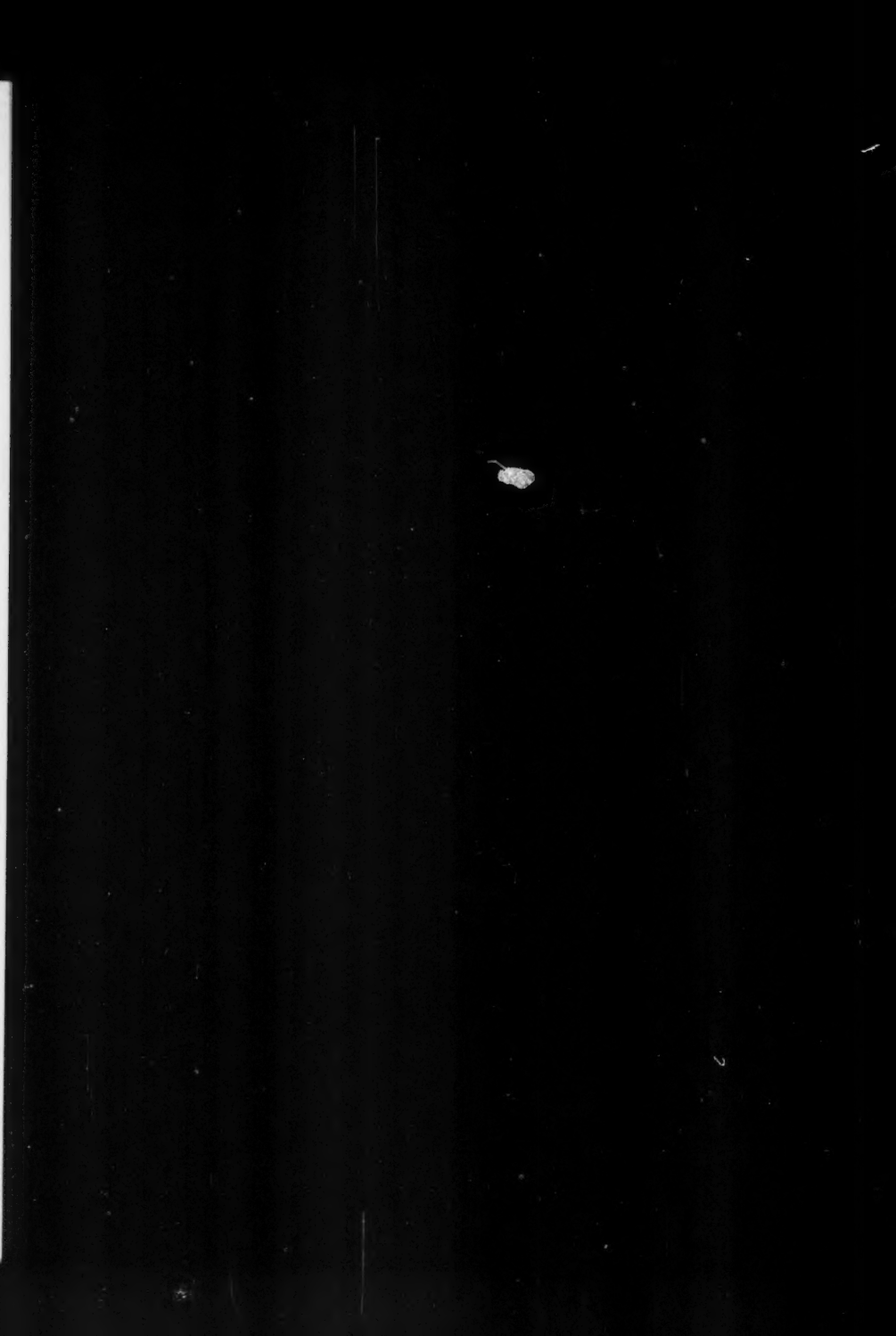
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